THE UNIVERSITY OF ALBERTA

PUBLIC PARTICIPATION IN RECREATION PLANNING

A CASE STUDY

by

(C)

LAURA ELLEN FOLEY

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTERS OF ARTS IN RECREATION ADMINISTRATION

DEPARTMENT OF PHYSICAL EDUCATION

EDMONTON, ALBERTA
SPRING, 1983

THE UNIVERSITY OF ALBERTA

RELEASE FORM

NAME OF AUTHOR LAURA ELLEN FOLEY

TITLE OF THESIS **PUBLIC PARTICIPATION IN RECREATION PLANNING**
A CASE STUDY

DEGREE FOR WHICH THESIS WAS PRESENTED MASTERS OF ARTS IN RECREATION ADMINISTRATION

YEAR THIS DEGREE GRANTED SPRING, 1983

Permission is hereby granted to THE UNIVERSITY OF ALBERTA LIBRARY to reproduce single copies of this thesis and to lend or sell such copies for private, scholarly or scientific research purposes only.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.

(SIGNED) Laura Foley

PERMANENT ADDRESS:

535 Horner Ave
Toronto, Ontario
M8W 2B9

DATED April 14 1983

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "Public Participation in Recreation Planning: A Case Study", submitted by LAURA ELLEN FOLEY in partial fulfillment of the requirements for the degree of Master of Arts.

Thomas L. Burton
Supervisor

Guy S. Swinnerton

DATE: April 18, 1983

ABSTRACT

The growth of public participation in Canada, as in other liberal democratic regimes represents a marked social and political innovation (Sadler: 1968). This growth has occurred in a relatively short time frame, particularly during the past three decades. The literature available on this subject has focussed primarily on the development of models and techniques. The potential effectiveness of public participation in the decision-making process, however, has remained unknown, as few formalized and objective evaluations have occurred.

The study attempted to analyze the public participation component employed by the City of Edmonton Parks and Recreation Department in the development of its 1979-83 Master Plan. Earlier research (Burton: 1977) suggested that the perceived criteria for achieving success varied significantly according to the group affiliations of the participants. This was the main focus of the study.

Four groups were selected for comparison of their perceptions. They were: Aldermen; Parks and Recreation Advisory Board members; Parks and Recreation Department Staff; and members of the public who attended one of five meetings held by the City in connection with the Plan. An interview survey was conducted using a structured questionnaire format. A total of forty-one interviews was completed.

The main findings of the study revealed that participants varied in their perceptions of the purpose and objectives of the program. The main objective of the Parks and Recreation Department was identified as testing public reaction to proposed policies. The public participation program was considered effective in terms of the stipulated goals: to test reaction to proposed policies; to collect information; and to obtain public support for the Master Plan. The program was however considered to be ineffective in terms of process, primarily due to : insufficient lead time; inadequate advertising; inappropriate

techniques; and inability of participants to affect the decision-making process.

There was insufficient evidence generated to link criteria used in assessing the effectiveness of this public participation program to any particular group. It was suggested that the ineffectiveness of the process was largely a reflection of what Benwell (1980) refers to as "the early learning phase" at which City staff members were unaware of the full set of possible activities in which they might become involved.

Further recommendations for research include: evaluation of public participation programs 'in situ'; and attempts to measure the extent to which preconceived images of the agency sponsoring the program or previous experiences in other participation programs, affect or influence a participant's perception of the outcome.

ACKNOWLEDGEMENTS

The author wishes to acknowledge the many people who encouraged and supported me throughout this project.

Dr. Guy Swinnerton, Dr. Barry Mitchelson and Dr. Les Kennedy served as committee members. Their comments, advice and suggestions were appreciated.

My thanks also go to the academic staff of the Department of Recreation Administration, particularly, Dr. Elsie McFarland, Dr. Leslie Bella, Dr. Len Wankel and Valerie Blakely for their continuous support and interest.

I also wish to acknowledge my former colleagues at Alberta Recreation and Parks. Hugh Waddle, Stan Fisher, Steve Gosse, Marilyn Robin and Susan Tirone are but a few who constantly reminded me of the need to get the job done. Ned Frey served as my chief editor during the painful months of writing.

Sharon Wharry of Bartlesville demonstrated skills of efficiency, patience and tolerance in typing my draft copies. Darlene Orkusz of the Department of Recreation Administration graciously agreed to type the final copy.

I would like to acknowledge the very important contribution made by Dr. T.L. Burton, my advisor. None other would have been as patient and understanding. I consider myself very fortunate to have had the opportunity to work under his supervision.

I have reserved this last paragraph of thanks to mention the names of three individuals who helped me turn a dream into reality. They are: Dr. Grant Smith, Michael Lee, and Edward Frey. They believed in me when I no longer believed in myself. They helped me through some critical times, and I will be forever grateful.

Table of Contents

Chapter Page

I. INTRODUCTION 1

A. PHILOSOPHICAL UNDERPINNINGS 2

B. LEGAL BASIS 2

United States - Economic Opportunity Act 3

Legal Basis in Britain 4

The Canadian Experience 5

C. MODELS AND TYPOLOGIES 8

D. TECHNIQUES 10

Public Meetings 10

Statutory Planning Inquiry 11

Advisory Groups 11

Structure Planning 11

E. EVALUATION 15

II. PUBLIC PARTICIPATION IN PARKS AND RECREATION 22

A. NATIONAL SCALE 23

B. PROVINCIAL SCALE 24

C. MUNICIPAL SCALE 25

City of Edmonton, Parks and Recreation 26

The 1970-1980 Parks and Recreation Master Plan 26

The 1979-1983 Parks and Recreation Master Plan 28

III. OBJECTIVES AND METHOD OF STUDY 32

A. STATEMENT OF THE PROBLEM 32

B. OBJECTIVES OF THE STUDY 33

The Study Population, Methods and Procedures 34

Delimitations 36

Data Sources 36

C. QUESTIONNAIRE DESIGN 37

Preamble 39

Cue Cards 39

Pretest 40

Execution of the Questionnaire 42
Data Analysis 42
IV. A VIEW OF PUBLIC PARTICIPATION: THE ADVISORY BOARD 44
V. A VIEW OF PUBLIC PARTICIPATION: THE ALDERMEN 58
VI. A VIEW OF PUBLIC PARTICIPATION: THE STAFF 72
VII. A VIEW OF PUBLIC PARTICIATION: THE PUBLIC 86
VIII. ISSUES IN PUBLIC PARTICIPATION 101
A. ITEMS OF AGREEMENT 101
Purpose of the Program: Testing the Waters 101
Involve Citizens Earlier in the Process 102
Public Meetings Not Representative 103
Inappropriate Techniques 104
Inadequate Advertising 105
Public Meetings Not Well Attended 105
Continuous Feedback in Public Participation 106
Clear Identification of the Issues to be Examined 106
Two-Way Exchange of Information 107
Accessibility of Information 107
Maximum Possible Contact 108
Accountability 108
B. ITEMS OF CONFLICT OR DISAGREEMENT 109
Average Citizen Not Capable of Participating in Complex Decision-Making Processes 109
Outcome 109
Two-Way Exchange of Information 110
Achievement of Specific Objectives 110
Flexibility of the Planning Process 111
Ability of Groups to Affect the Decision-Making Process 111

Extent to Which the Public Believes the Decision has Not Already Been Made 111

C. EVALUATION OF PUBLIC PARTICIPATION PROGRAMS 112

IX. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS 113

A. Summary 113

Conclusions 116

Recommendations for Further Research 121

Recommendations for the City of Edmonton Parks and Recreation Department 121

BIBLIOGRAPHY 123

APPENDIX A 132

APPENDIX B 137

APPENDIX C 145

APPENDIX D 151

APPENDIX E 153

LIST OF TABLES

Table		Page
1:1	Catalog of Techniques	13
1:2	Characteristics of the Hampton Evaluation Model	17
1:3	Framework for the Evaluation of Public Participation Programs	20
2:1	Edmonton Parks and Recreation Master Plan Public Announcements and Correspondence	29
2:2	Questions for Discussion	30

Advisory Board

Table		Page
4:1	What Should Have Been the Purpose?	45
4:2	Specific Objectives of the Program	46
4:3	Indirect Benefits of the Public Participation Program	47
4:4	Strengths and Weaknesses	48
4:5	Success or Failure	48
4:6	Performance Effectiveness	51
4:7	Process	52
4:8	Information Resources	53
4:9	Product	55
4:10	Accountability	56

Aldermen

5:1 Purpose of the Public Participation Program 60
5:2 What Should Have Been the Purpose? 60
5:3 Specific Objectives of the Program 61
5:4 Indirect Benefits of the Public Participation Program 61
5:5 Strengths and Weakness of the Public Particiation Program 62
5:6 Success or Failure of the Public Participation Program 63
5:7 Performance Effectiveness 65
5:8 Process 66
5:9 Information Resources 67
5:10 Product 68
5:11 Accountability 69

Staff

6:1 Purpose of the Public Participation Program 72
6:2 What Should Have Been the Purpose? 73
6:3 Specific Objectives of the Program 73
6:4 Indirect Benefits of the Public Participation Program 74
6:5 Strengths and Weaknesses of the Public Participation Program 75
6:6 Performance Effectiveness 78
6:7 Process 79
6:8 Information Resources 80
6:9 Product 81

6:10 Accountability 82
6:11 Success or Failure of the Program 83

Public

7:1 Study Population by Recreation District 85
7:2 Purpose of the Program 87
7:3 What Should Have Been the Purpose? 87
7:4 Specific Objectives of the Program 88
7:5 How Successful was the City in Achieving Specific Objectives 89
7:6 Indirect Benefits 90
7:7 Strengths and Weaknesses of the Program 92
7:8 Performance Effectiveness 94
7:9 Process 95
7:10 Information Resources 96
7:11 Product 97
7:12 Accountability 99
7:13 Success or Failure of the Public Participation Program 100

LIST OF FIGURES

Figure		Page
1	Eight Rungs on the Ladder of Citizen Participation	9
2	Master Plan Approval Process	58
3	Evaluation Criteria for Public Participation	115
4	Benwell's Models of Participation	119

I. INTRODUCTION

"The growth of public participation in Canada, as elsewhere, represents a marked social and political innovation." (Sadler: 1977, p. ix). This growth has occurred in a relatively short time frame, particularly during the last two decades. Any attempt to understand the diverse nature of public participation must first examine the philosophical basis for participation and the factors contributing to its widespread development in Western society. Furthermore, any attempt to discuss the effectiveness or success of any particular public involvement program must first acknowledge the various models and techniques which have been developed as a result of previous experiences.

The literature available on this subject has focussed primarily on the development of models and techniques, with, until recently, little attention being directed towards the evaluation of public participation programs. Evaluation of public participation programs is essential if continued development and refinement of these programs is to take place. Without evaluation, the potential for public participation in decision-making remains unknown and unjustifiable.

The present study responds to the need for objective evaluation of public participation. The approach is case specific focusisng on the public participation component of the City of Edmonton's Parks and Recreation Master Plan for the years 1979-1983.

This chapter presents an overview of the public participation movement. First, it examines the philosophical basis for participation and its foundations, with specific reference to legislation which has been developed in the United States, Great Britain, and Canada. Second, a review of the models and techniques which have evolved largely through research efforts during the past decade are discussed. Finally, the role and function of evaluation in public participation is presented, highlighting the relatively few models of evaluation which have been developed.

A. PHILOSOPHICAL UNDERPINNINGS

"Philosophically, participation is an act of free will. Participation is a gesture of confidence to a degree, that we can change our present and influence our future" (Bregha: 1978, p. 120). Furthermore, Bregha adds that "participation can evolve only in conditions of liberty and compromise" (p. 120).

The concept of participatory democracy and ultimately of citizen participation is a key element of the liberal democratic theory of politics (Head: 1971) practiced in Western society today. Participation ideology considers man as being responsible for his own economic and political station in life (Bregha: 1978). Through his participative efforts, man seeks to balance out the inequities in society. Within the modern citizen participation movement, initial citizen participation efforts acted as countervailing forces against, for the most part, government institutions.

B. LEGAL BASIS

Although democracy by nature is participatory, the ballot box for years remained "the most common and basic form of public participation" (Lucas: 1976, p. 75). Government mandates were theoretically based on the consent of the voting public. Paradoxically, the vote was regarded as a disenfranchisement from further direct involvement in political affairs (O'Riordan: 1978, p. 140). It was assumed that elected officials executed their decisions in the best interests of their constituents; but there existed few safeguards or checks to ensure that this was happening. Usually, the only available recourse was to wait until the next election, in order to vote for another candidate.

It may be asked what then, were the factors which influenced the shift to participatory democracy and the claim that the ordinary citizen possesses the right to participate in the decisions which affect his or her life? Briefly, some of the contributing factors were:

1. the emerging affluent society of the 1960's which widened the disparity between the wealthy and the poor;

2. the growing complexity of government bureaucracies;
3. rapid technological development which began to pose a significant threat to the environment and quality of life;
4. programs of urban renewal; and
5. the Equal Opportunity theme.

United States - Economic Opportunity Act

The major government impetus for citizen participation in the United States came from the War on Poverty (Godbey and Kraus:1973). The Economic Opportunity Act of 1964 authorized the creation of the Community Actions and Model Cities Programs. The legislation for these programs called for the maximum feasible participation of residents. This legislation marked a significant beginning in that the right to participate in the United States became based in legislation.

The purpose of the Community Actions Program (Godbey and Kraus:1973) was to stimulate local communities to take the initiative in developing community programs and to mobilize support, in a coordinated manner, for a broad based attack on poverty. Similarly, the Model Cities Program (Arnstein:1969) emphasized the creation of an intimate urban environment where people could participate in improving the quality of their surroundings.

Participation in these early efforts was often reactive and adverse. Lobby and protest groups were often militant in nature, battling each other for the distribution of resources, and battling local government for their right to participate.

The phrase "maximum feasible participation" became a controversial slogan. Opponents quickly relabelled the phrase as "maximum feasible misunderstanding" (Moynihan:1966). The intent of the Community Actions Program was to rehabilitate people rather than buildings, requiring the active involvement of the poor. "Maximum feasible participation" was necessary to enable the poor to escape from the culture of poverty (Van Til and Van Til:1970). The main problem was the vagueness of the legislation and the ideological issues which developed in attempting to define the role of citizen participation in decision-making.

Legal Basis in Britain

In a paper presented at the Canadian Conference on Public Participation, Lucas (1978) writes:

> "The idea of citizen participation appears to have been essentially imported into Canadian society. The two principal sources most often identified are the United States . . . and the British tradition of public involvement in town planning and decisions." (p. 44)

Throughout British legal history, the civil servants have been considered to be experts. This customary view has actually protected civil servants from informing the public of government affairs (O'Riordan:1978). Until the *Town and Country Planning Acts* of 1968, there was no specific statutory intent for citizen participation.

As in the United States, most early efforts in public participation in Britain were adversary in nature. Participation was confined to objection to specific development proposals (O'Riordan:1978). Government officials, however, relied on the process of selective consultation, (O'Riordan:1978, p. 141). This process refers to the use of outside experts who act as advisors to ministers and other government officials, often in the strictest confidence. The *Town and Country Planning Acts* (1968, 1971, and 1972) marked a shift from this phase of planning (O'Riordan:1978).

O'Riordan refers to the *Town and Country Planning Acts* as instituting a "quasi-statutory procedure". The legislation required planning authorities to provide adequate publicity to inform people of their rights and opportunities to participate in the development of local structure plans.

> "The idea behind the legislation was to encourage the citizen to participate in the creative design of his future living space, rather than simply object on an ad hoc basis" (O'Riordan:1978, p. 148).

The legislation successfully inspired a government report entitled, *People and Planning*, which reviewed participatory procedures and made recommendations on the application of techniques in public participation (HMSO:1969).

Unfortunately, most planners did not demonstrate much imagination in their style of consultation with the public. They viewed the public participation requirement as "an opportunity to test for significant (namely politically influential) public opinion to proposals" (O'Riordan:1978, p. 149). O'Riordan also comments that "in many ways, the legislative intent of the act outstripped contemporary realities". Structure plans were too vague and incomprehensible to expect the average citizen to understand and react to them (O'Riordan:1978, p. 149).

The Canadian Experience

As mentioned previously, the public participation movement in Canada was influenced by developments both in the United States and Great Britain (Lucas:1978).

The war on rural poverty began in the Diefenbaker regime in June 1961 (LaPierre:1976). The *Agricultural Rehabilitation and Development Act* of 1961 sought to improve the economic and living standards of the rural poor. Canada's official year for the War on Poverty was 1965 (Draper:1978). It was launched with the establishment of a Company of Young Canadians (CYC) (1966) who set about their task of alleviating the social ills of the country. The Canadian Council on Rural Development established the program ARDA in 1965, to provide information on rural problems. "In its second report issued in 1968, there was a discussion of the participatory approach to development" (Draper:1978, p. 29). Although the design of many of these programs demonstrated the shift towards increased citizen involvement there does not exist an explicit legal foundation to ensure the right of citizens to participate. In examining this issue, one must differentiate between the words: rights and opportunities.

A full review of Canadian law cases by Lucas revealed that citizens' rights to participate in decisions by resource and environmental management agencies are not extensive (Lucas:1976). In most cases, the plaintiff must satisfy the locus standi requirements. This means that an individual or group must be able to establish that they have suffered or will suffer special or peculiar damage beyond that suffered in common with the rest of the public.

The narrow and technical nature of the principles governing judicial review restricts the use of the Canadian courtroom as an adequate forum for public participation. Other impediments to the effective use of courtroom participation identified by Lucas (1976) are: 1) the limited scope of review allowed in judicial review; 2) the inaccessibility of information; 3) the high costs associated with legal cases; 4) strict procedures which restrict the presentation to the legal rules of evidence; and 5) the conservative nature of judges. One other disadvantage to the use of the courtroom for public participation is the typical adversary nature in the courtroom. As in Britain, there appears to be limited scope for the interested citizen to challenge governmental actions in court (O'Riordan:1978).

Although citizen rights to participate are not generally legally entrenched, many government departments or agencies possess discretionary powers enabling them to provide opportunities for participation. Lucas (1976, p. 102) suggests, however, that "there is evidence that agencies with discretion to permit opportunities for public participation are not doing so effectively or not doing so at all."

Government agencies and departments have exhibited a tendency to restrict participation opportunities to the information gathering stage. "The public is involved largely for the public relations benefit to the agency and the elected representatives to whom it is responsible" (Lucas:1976, pp. 82-83). Members of the public are generally informed and to a lesser extent consulted. Where advisory boards or committees are established for the purpose of consulting with decision-makers, ordinances or regulatory by-laws deprive them of the necessary authority to require administrators to adhere to their recommendations.

Participation has been extremely limited at the issue formulation stage of planning. There is little opportunity for participation after this stage with the exception of responding to the allowance for the proposal of alternative action during the planning process.

The discretionary powers available to many governmental agencies may be used by government officials to safeguard or protect officials from public scrutiny or criticism. "The basic issue related to discretionary powers is the attitude of decision-makers towards the public and their committment to the objectives of participation and consultation" (Lucas:1978, p. 50).

Politicians and officials who perceive public participation as a threat to representative democracy are unlikely to exercise their discretionary powers. As government issues become increasingly complex, public faith in civil servants as experts begins to fade. O'Riordan refers to the third London airport dispute as an example (O'Riordan:1978, p. 143). This widening gap or fear of public scrutiny may make government officials hesitant to encourage public participation.

The fact that public participation can take many forms and is difficult to define, makes the legal foundations difficult to isolate and articulate. Minimum conditions for participation cannot be identified, since public participation programs should be issue specific (Lucas:1978). Legislation of rights against the will of decision-makers may only serve to prolong a lack of trust between government officials and the public-at-large.

Early attempts to legislate participation made it clear that words in a statute book alone have not advanced the development of public participation processes. The lack of an agreed definition of participation resulted in heated ideological debates centering around what participation entails (Van Til and Van

Til:1970). Researchers taking interest in this new trend devoted their efforts towards the development of models, typologies, and mechanisms of and for public participation.

C. MODELS AND TYPOLOGIES

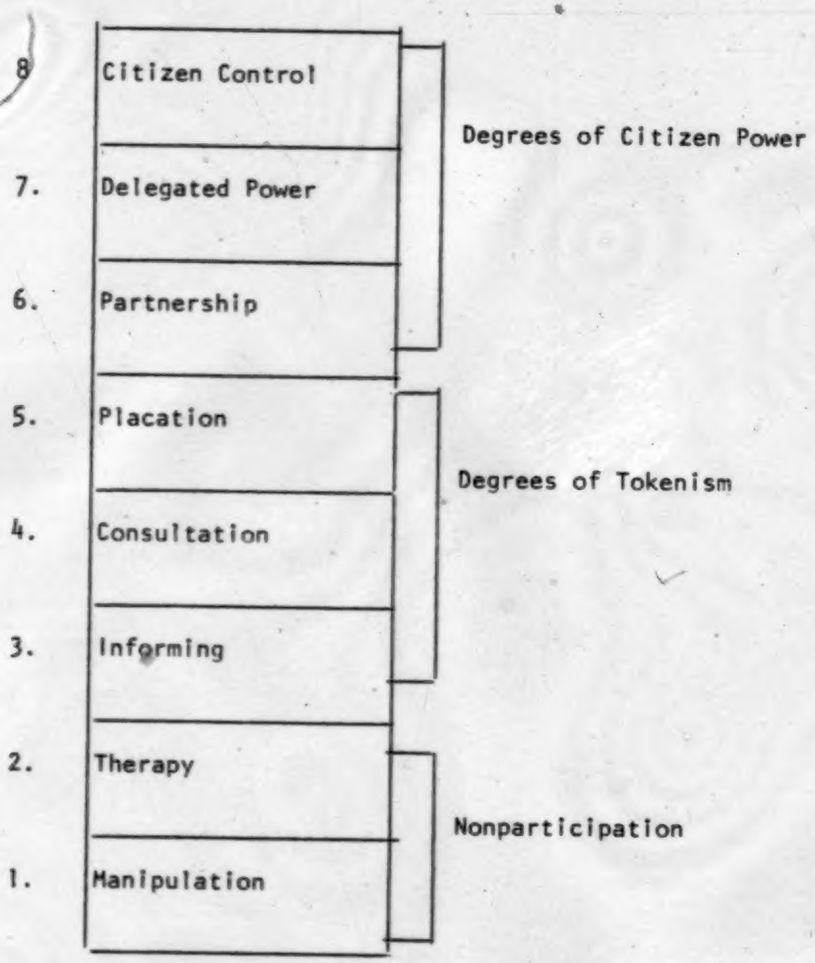
The Arnstein model of citizen participation was developed in direct response to the ideological issue of 'what is citizen participation' which first emerged during the Model Cities Program in the United States.

The eight-rung ladder is a simplification of the levels of participation (Arnstein:1969) (Figure 1). Each rung on the ladder represents the extent of citizen power. The bottom rungs of the ladder, manipulation and therapy, are referred to as non-participation levels. The next three rungs, informing, consultation, and placation, represent incremental levels of tokenism. An experience with token levels of participation allows the citizen to express his or her views, but the organization or administration retains the right to decide. Farther up the ladder are levels of citizen power with increasing degrees of decision-making authority. Partnership implies the ability of citizens to negotiate or make trade-offs, while delegated power and citizen control infer actual power over decision-making organizations. The Arnstein model, however, considers only one function of participation -- namely citizen power (Smith:1977). It is a reflection of the state of the art at a point in time in the evolution of participation; a war between the "haves" and "have nots".

The Burke model analyzes citizen participation "not as a value, but as the basis for various strategies" (Burke:1968, p. 288). Five strategies are identified: 1) education therapy; 2) behavioral change; 3) staff supplement; 4) cooptation; and 5) community power. The use of the word 'strategy' suggests a plan or course of action selected to achieve a goal. Burke's description of each strategy shows that the goal or goals are agency oriented. For the third strategy, staff supplement, he states: "the objective of the strategy is to exploit the abilities, free time, and/or expertise of individuals to achieve a desired goal"

FIGURE 1

Eight Rungs on the Ladder of Citizen Participation*


8 Citizen Control
7. Delegated Power
6. Partnership
5. Placation
4. Consultation
3. Informing
2. Therapy
1. Manipulation
Degrees of Citizen Power
Degrees of Tokenism
Nonparticipation

*Sherry R. Arnstein, "A Ladder of Citizen Participation", Journal of the American Institute of Planners (July 1969)

(Burke:1968, p. 290). The model ignores the possibility that the goals of the participants may be different from those of the agency.

Other models have been developed, (Farrell:1972, Glasser et al:1975, Hayley:1977) but the literature has tended toward the use of broad generalizations in describing the levels of participation.

Research in its early stages not only focussed on the issue of 'what is public participation', but also on 'how to participate'.

D. TECHNIQUES

Researchers focussing on mechanisms for participation accepted the notion of public participation and attempted to resolve the practical issue of how to involve the public. Agencies were, however, hard pressed to develop effective techniques for public involvement.

Public Meetings

Traditionally, the technique most frequently employed in public participation was the public meeting. To date, the public meeting is still perhaps the most widely used technique. In early years, groups of concerned citizens would crowd into town halls or the local school to voice their opinions.

While the public meeting is the most widely used technique, Connor (1978) suggests that it can often be the most misused and ineffective means of obtaining public input. He provides several explanations as to why the formal procedures often become verbal battlegrounds. First, the formal procedures often inhibit effective communication. The presence of microphones and platforms is intimidating for those individuals who are not familiar with their use. Second, agency presentations and special interest groups often monopolize the question period. Third, the technique is also a demanding one, requiring citizens to travel and to invest an entire evening. Fourth, public meetings are often held on demand by the community; sufficient anxiety has already been generated and when the meeting occurs, it is highly emotive.

Statutory Planning Inquiry

In Britain, citizens had little formal opportunity to participate except by appearing as objectors at a statutory planning inquiry (O'Riordan: 1978). The objector is confined to stating how he will be directly affected by the proposed course of action.

Advisory Groups

At the policy formulation stage, the process most widely used in Britain, Canada, and the United States is that of selective consultation.

Often the formation of advisory groups or councils is a public relations strategy aimed at involving influential or community spokesmen who will bestow credibility on the agency's efforts (Burke: 1968). Unfortunately, despite recommendations or advice put forward by advisory groups, the agency retains the right to make final decisions. Regulatory by-laws are deliberately worded to limit the decision-making powers of these groups.

Structure Planning

The British *Town and Country Planning Act* of 1968[3] was established with the objective of introducing flexibility and comprehensiveness into development plans or structure plans (Benwell: 1980). A structure plan is a statement by a county-level authority of its policies for the future social, economic, and physical development of an area (Benwell: 1980, p. 71). The legislation spelled out the formal requirements for public participation in structure planning exercises. Authorities were required to provide adequate publicity and to notify the public that the opportunity for participation was available (O'Riordan: 1978). Planners were not particularly imaginative in devising ways to consult the public (p. 148). The primary mechanisms for consultation were: 1) information leaflets; 2) public meetings; 3) public exhibitions; and 4) questionnaires (p. 149). O'Riordan's reasons (listed below) for the feeble response to structure planning are similar to those cited by Connor (1977) for the lack of success in using public meetings as a forum for participation:

1. The scope and discussion was beyond the comprehension of most people.
2. Few had experience in expressing their views.
3. Many felt that officials' positions were already formulated.
4. The principal techniques used were only accessible to the articulate.
5. Many felt they were talking in a vacuum, for there was little if any feedback in dialogue involved. (O'Riordan: 1978, p. 149)

There appeared to be an expressed need for less formalized, less structured, and less threatening options for participation. Table 1:1 presents a catalogue of techniques developed by the U.S. Department of Transportation in 1976. Thirty-seven techniques are listed. Task forces, value analysis, ombudsman, game simulation, and delphi are some techniques which have been actively employed in recent years. The Skeffington Report (1970) in Britain also reviewed various techniques available. The report emphasized the importance of educating the public into a comprehension of planning. The techniques listed reflect this educative aspect (eg. survey work) and also rely heavily on media based support.

Other techniques not mentioned by the U.S. Department of Transportation are the community self-survey, the open house, and search conferencing.

Open houses have been utilized by Parks Canada Officials in their public participation programs. At the Kluane meetings held in June, 1978, Parks Canada set up an open house one day prior to the public meeting to facilitate information exchange. By holding an open-house and distributing information prior to the meeting, the problems of speaking to an uninformed public are somewhat alleviated. Furthermore, Parks Canada has used newsletter distributions

TABLE 1:1

Catalog of Techniques*

1. Advocacy Planning
2. Arbitrative and Mediative Planning
3. Charrette
4. Citizen's Advisory Committee
5. Citizen Employment
6. Citizen Honoraria
7. Citizen Referendum
8. Citizen Representatives on Public Policy-making Bodies
9. Citizen Review Board
10. Citizen Training
11. Community Planning
12. Community Technical Assistance
13. Computer-based Techniques Teleconferencing, Polling, Games, Interactive Graphics
14. Co-ordinator of Co-ordinator-Catalyst
15. Design-in and Colour Mapping
16. Drop-in Centres
17. Fishbowl Planning
18. Game Simulation
19. Group Dynamics Conflict Utilization Opinionaire, Empathy Feedback, Relations Diagramming, Video-Taped Group Interview, Brainstorming, Force Field Analysis, Nominal Group Process, Role Play, Synetics, Thrust Problem Analysis.
20. Hotline
21. Interactive Cable TV-Based Participation
22. Media-Based Issue Balloting
23. Meetings - Community-Sponsored
24. Meetings - Neighborhood
25. Meetings - Open Information
26. Neighbourhood Planning Council
27. Ombudsman
28. Plural Planning
29. Policy Capturing
30. Public Hearing
31. Public Information Programs
32. Task Force
33. Value Analysis
34. Workshops
35. Delphi
36. Focused Group Discussions
37. Survey of Citizens' Attitudes and Opinions

---

*Effective Citizen Participation in Transportation Planning A Catalog of Techniques, Volume II, U.S. Department of Transportation, Federal Highway Administration, Washington, D.C. 20590, 1976.

to keep interested citizens informed.

Search conferencing is a technique used by Alberta Recreation and Parks and Wildlife Department officials (Rudge and Copoc:1977) in obtaining community input into Master Planning. The tecnhique facilitates three conditions: 1)the search process, where avenues of development are identified; 2) the change process, which identifies how the development will take place; and 3) a social mechanism to facilitate participation.

The Institute of Environmental Research in Toronto has conducted extensive work in developing alternative techniques for obtaining public input into community design. Principal researchers of the Institute, Homenuck, Durlak, and Morgenstern, have steered away from relatively inflexible methodological approaches to the problem. "Survey techniques only allow a one-way flow of information that inhibits mutual education" (Durlak and Morgenstern:1978, p. 2). To facilitate the latter, the authors employed small group processes.

Their project on the LeBreton Flats in Ottawa involved work with several small groups which were representative of the population. Four of the ten groups participating in the process included teenagers, the elderly, the handicapped, and single parents.

The goal of the project was to train community members to act as planners. "Each session used a combination of techniques including discussions, trade-off exercises, simulation, and model building" (Durlak and Morgenstern:1978, p. 3). The small group approach is a learning process that acquaints the community with the concerns and working approaches of the planners. It also makes the participants aware that they share problems with others, and enables them to become cognizant of realistic answers to problems. It involves a heavy investment of time and personal commitment and if the proposals developed in the process are not given serious attention, then the legitimacy of the involvement may be challenged (Durlak and Morgenstern:1978).

Although newer techniques involving group dynamics, small group processes, open houses, and mass media campaigns may be more effective than the more traditional techniques, they are often expensive in terms of cost, time, and manpower for the organizing agency. It is essential to keep in mind that administrators must select the most appropriate technique within the constraints of the sponsoring agency. However, administrators need to be cautious in selecting techniques appropriate to the issue. Further research is warranted in the evaluation of techniques to assist agencies in the design of future public participation efforts.

E. EVALUATION

"Evaluation research assesses the extent to which goals are realized and looks at factors associated with successful or unsuccessful outcomes" (Weiss:1973, p. 37). Evaluation research makes a judgement about the value of a program and attempts to provide facts which will assist decision-makers in selecting future courses of action.

In public participation, no one technique can satisfy all the objectives of public participation. Evaluation research assists in the design of public participation opportunities by identifying criteria essential in the selection of techniques. From the agency perspective, the impact, cost effectiveness, and representatives of a program must be subject to analysis if agencies are to continue to facilitate public participation. The potential for public participation in decision-making must also be determined. A further argument is that evaluation is an essential component of the planning process. If public invovlement or interaction is also part of the planning process, then the impact of public involvement will be monitored. Finally, without evaluation, the worth of a public participation program is determined by individual perceptions of the people who initiated it or participated in it (Homenuck et al:1978; p. 103).

Various models have been developed for evaluating public participation programs. The Vindasius model (1974) used a goal assessment approach and attempted to determine the potential influence of the public on the program. The limitation of the Vindasius model is that goals may vary among all parties affiliated with the program. Goals set by administrators, for example, may be pre-determined and contrary to those of citizens.

The Hampton evaluation model (Table 1.2) recognized the satisfactions of the citizen as being at least as important as those of the agency or planner in assessing the success of a public participation program (Sewell:1978). The model was based on two criteria: 1) the nature of the information generated; and 2) the types of public groups and individuals involved (Table 1:2). Unfortunately, there is no objective basis developed for weighing the relative importance of different public groups (Burton:1977, p. 60). The Hampton model leaves the measurement of criteria to subjective processes. The model also ignores program costs.

The Glasser, Manty and Neham model (1975) also evaluates techniques of public participation. Two criteria are used: 1) communication characteristics, and 2) capability to meet selected objectives of education and participation. Measures are developed: 1) to provide information and education; 2) to identify problems and values; 3) to generate ideas and resolve problems; 4) to facilitate feedback; 5) to resolve conflict and achieve consensus; and 6) to facilitate the implementation of decisions or solutions. The objectives are measured on a three point scale; low, satisfactory, and high. The weakness of the model is that it evaluates techniques and not the outcome.

One of the most comprehensive models of evaluation is the Ontario Model developed by the Multicultural Development Branch of the Ministry of Culture and Recreation in 1976. The model is adapted from Tripodi, Fellin, and Epstein (1971) and is a goals-achievement model which utilizes three criteria: effort, effectiveness, and efficiency. Effort refers to program input. It is essentially a quantitative variable. Effectiveness relates to the achievement of goals and objectives. The third variable, efficiency, is a ratio of effectiveness to effort.

The three criteria are measured by several indicators, categorized as performance indicators, process indicators, effectiveness indicators, and change indicators. Process indicators have been developed from Bregha's (1973) public participation model. A subsequent probability matrix is presented illustrating the

TABLE 1:2

Characteristics of the Hampton Evaluation Model

1. Dispersal of Information

   What Information?
   - (a) Information about decision already taken -- i.e., a single policy.
   - (b) Information about discussions taking place -- i.e., alternative policies.
   - (c) Open government -- i.e., all information freely available.

   Who is informed?
   - (a) Major elites -- e.g., other public bodies or major commercial concerns.
   - (b) Minor elites -- e.g., local interest groups.
   - (c) The general public as a collectivity of individuals.

2. Gathering Information

   What information?
   - (a) Information about physical facts -- i.e., census data, etc.
   - (b) Information about decisions taken by other public or private bodies.
   - (c) Information about public attitudes and opinions.

   Who is listened to?
   - (a) Major elites -- e.g., other public bodies or major commercial concerns.
   - (b) Minor elites -- e.g., local interest groups.
   - (c) The general public as a collectivity of individuals.

3. Interaction Between Planning Authority and Public

   What kind of interaction?
   - (a) Through the widening of the debate -- e.g., by the dispersion of more information.
   - (b) Through the involvement of elites -- e.g., working parties for interest groups.
   - (c) Through the encouragement of the individual citizen.

Continued on next page . . .

TABLE 1:2 (cont.)

Who is the public?
- (a) Major elites - e.g., other public bodies or major commercial concerns.
- (b) Minor elites -- e.g., local interest groups.
- (c) The general public as a collectivity of individuals.

W. Hampton, "Research into Public Participation in Structure Planning" in W.R.D. Sewell and J.T. Coppock (eds), Public Participation in Planning, Wiley and Sons, 1978.

probability of success of techniques when compared to the degree of sophistication of community interest. The performance indicators are applied to each technique employed in the public participation process. For example, performance indicators for public meetings might be: 1) types of forums held; 2) frequency and duration; and 3) location and attendance.

Effectiveness is measured by effectiveness and change indicators. Effectiveness indicators consider such questions as: Did the public have easy access to information and planners? Were planners consistent in their dealings with the public? Were discussion papers, background papers, and progress reports simple and readable for the benefit of the public involved? The change indicators attempt to measure the related learning process and any changes that occur within that process.

The final stage of analysis in the Ontario Model focusses upon program efficiency. Program efficiency analysis weighs the performance criteria with the initial objectives and assumptions in attempting to ascertain whether better performance results could be achieved by other means.

One of the more recent evaluative frameworks was developed by Homenuck, Durlak, and Morgenstern (1978). The strength of the model is that it focusses on process and outcome. Five dimensions of process and five elements of function are employed in the assessment (Table 1:3). A program is assessed on quantitative and intuitive measures.

The evaluation of a public participation program in the model proceeds through three distinct steps: 1) evaluation of functions; 2) evaluation of process; and 3) evaluation of planning input. The evaluation of the functional dimension attempts to determine the program's ability to fulfill designated functions. For example, was enough information collected and new ideas generated, in order to fulfill other functional aspects of the program?

The model also considers the cost effectiveness of the process, something which had not been measured by other evaluators. The major shortcoming of the model is that the data requirements for examining all the elements would be vast.

TABLE 1:3

FRAMEWORK FOR EVALUATION OF PUBLIC PARTICIPATION PROGRAMS

		DIMENSIONS	MEASURES			
PUBLIC PARTICIPATION PROGRAM	FUNCTION	1. Dissimate Information	1,2,3,...n	FUNCTION EVALUATION	EVALUATE PROGRAM INPUT TO PLANNING EFFORT	OVERALL EVALUATION
		2. Collect Information	1,2,3,...n			
		3. Respond/Evaluate	1,2,3,...n			
		4. Create/Initiate	1,2,3,...n			
		5. Mutually Educate	1,2,3,...n			
	PROCESS	1. Recruit Participants	1,2,3,...n	PROCESS EVALUATION		
		2. Make Decisions	1,2,3,...n			
		3. Interact	1,2,3,...n			
		4. Reduce Data	1,2,3,...n			
		5. Establish Boundaries	1,2,3,...n			
RESOURCE ALLOCATION TO PROGRAM		Dollars/Manhours		RESOURCES EVALUATION	EVALUATE PROGRAM INPUT TO AGENCY GOALS	
AGENCY CONTINUING GOALS	Goal 1	1,2,3,...n		GOALS EVALUATION		
	Goal 2	1,2,3,...n				
	Goal 3	1,2,3,...n				

The development of evaluation frameworks has not kept pace with the development of models and techniques for public participation. In the report *Towards Effective Public Participation in Canada* (1977), Burton revealed that 51 of a total 95 cases contained no evaluation. Only seven evaluations were the result of evaluation programs inherent to the participation component. Some of the major findings of the Burton study were:

> Perceptions of what constitutes successful public participation have been based primarily upon the outcome of the process, not the process itself.
>
> Perceived criteria for achieving successful participation have varied significantly according to the group affiliations of the participants.
>
> Criteria for evaluation have generally been developed on a case-specific basis.
>
> Because evaluation criteria have been developed on a case-specific basis, there has been no opportunity for systematic comparative analysis between cases to be carried out.
>
> (pp. iv and v)

Further, it was apparent that the roles, affiliations, and experiences of the evaluator influenced the evaluative criteria employed. The need for well trained independent observers is essential.

Although there has been a growing sophistication among the evaluation models, there is as yet, no universally accepted model or set of criteria for evaluation which would permit comparability among cases (Burton: 1977, p. 71).

II. PUBLIC PARTICIPATION IN PARKS AND RECREATION

The 1960's witnessed rapid technological development in North America. Government agencies became increasingly involved with social programs and governments expanded to deal with the social issues of housing, welfare, and urban renewal. These two forces, rapid technological development, and increasing government complexity, are factors contributing to the early efforts in public participation.

Rapid technological development led to concern for the environment. Industrial development created a pollution problem and threatened the notion that natural resources were inexhaustible.

> Matters of pollution, of resource scarcity, and technological response allow for only slim margins for error, if any at all. There is a sense of finality about the decisions before us which, once taken, seem irrevocable.
>
> (Clague:1971, p. 32)

Government agencies involved in programs of urban renewal were faced with lobbying groups who viewed the programs as destroying the homes of the poor to accomodate middle class families. For some individuals, the environment of the inner city was being threatened. Concern for the environment, or the quality of life, became a strong issue and the public began to question the ability of government to make value-laden judgements about the future.

Public participation in Canadian society has been influenced by social activism in the United States and by the British tradition of public involvement in town planning. The development of recreation planning, however, generally precluded the development of public participation in parks and recreation issues. This chapter documents how issues pertaining to environmental concerns and the scarcity of resources influenced both the development of recreation planning and public involvement in recreation planning at the national, provincial, and municipal government levels in Canada.

A. NATIONAL SCALE

In the early 1970's, a major social concern in Canada was conservation, and preservation of fragile ecosystems. There was tremendous growth in citizens' groups that sought to protect the environment. The response by the Canadian Government was to pass three separate pieces of legislation that specifically called for citizen input: the *Canadian Water Act* (1970); the *Northland Inland Waters Act* (1971); and the *Territorial Lands Act* (1971).

In 1965, a plan for the development of a visitor services center at Lake Louise was made public. In 1969, as the result of Parks Canada invitations to prospective developers, Village Lake Louise Limited submitted a proposal to develop a full range of visitor service facilities at Lake Louise. In 1970, the company submitted an ambitious plan for an alpine village on the side of a ski hill. It featured condominiums that would introduce a restricted form of private ownership in the park.

In April 1971, public hearings were held on the provisional Master Plan for the four mountain parks (Banff, Jasper, Lake Louise, Waterton). Environmentalists expressed specific concerns over the proposal by Village Lake Louise Limited, sufficient enough to warrant separate public hearings in 1972.

The public hearings that ensued were highly controversial. The meetings were conflict oriented, and at times nearly violent. Conservation groups were angered that they had not been consulted prior to the submission of the Village Lake Louise Limited proposal and accused Parks Canada of "wheeling-and-dealing" behind the scenes to bring about major changes in the Park.

In July 1972, Jean Chretien, then Minister of Indian and Northern Affairs, announced that the Government had decided to reject the Village Lake Louise Limited proposal (Public Hearing Report 1974). Chretien's reason for rejecting the proposal was that it was too large and might possibly result in environmentally unacceptable concentrations of visitors in the Lake Louise area.

As a result of the Lake Louise hearings, Parks Canada's credibility was questioned, probably reaching its lowest point in the agency's history. Parks

Canada had since restructured its approach to park planning to incorporate public participation at earlier stages of plan development.

B. PROVINCIAL SCALE

The 1967 *Act to Promote Recreation Development In Alberta* made provision for the granting of financial assistance to Alberta municipalities for the building of recreation facilities (Appendix A). In 1974, the Department of Culture, Youth and Recreation announced the Major Cultural and Recreation Facility Development Program, (MC/R) a grant program which was to make available $100.00 per capita per municipality for the purpose of constructing recreation and cultural facilities. Seventy-five percent of the total available monies could be alloted for recreation capital projects, such as curling rinks and arenas. Twenty-five percent of the total available monies were to be allotted towards cultural projects. Municipalities are required to contribute a minimum of fifty percent of the total eligible cost of the project. The MC/R program expires on December 31, 1984.

The goal of the Recreation Development Division of Alberta Recreation, Parks and Wildlife (now Recreation and Parks) is to promote the orderly development of recreation opportunities throughout Alberta. In an effort to maintain this goal, the Provincial government stipulated a number of requirements or pre-requisites to be met before provincial funding under the MC/R program could be approved. One of these pre-requisites was that municipalities must complete a five year Community Recreation Master Plan approved by the local Recreation Board and the appropriate council(s). The Master Plan Document was also subject to the approval of the Community Recreation Master Planning Consultant of Alberta Recreation, Parks and Wildlife.

In 1977, the Department issued *Yes-You Can!! Master Plan* a document to provide guidelines for local municipalities in the development of a Community Recreation Master Plan. The guidelines emphasized the importance of community participation in the planning process. Master Plans were reviewed by the

Community Recreation Master Planning Consultant to establish if sound planning principles had been applied and if substantial public involvement had occurred during the development of the plan.

Although the Alberta Government regulated the requirement of a Recreation Master Plan, many municipalities have continued to plan for its own sake, and continued to incorporate a public participation program as a component of the planning process. Municipalities, however, have not demonstrated an overwhelming interest in the public participation component. Most communities, without professional recreation staff, struggled to comprehend the planning process, let alone the techniques and mechanisms for involving community members in it.

C. MUNICIPAL SCALE

It was not until the late 1960's that recreation planning emerged as a major preoccupation of newly amalgamated parks and recreation departments (Burton: 1978). In the late 1960's, recreation planning relied heavily on an arbitrary standards approach which recommended the number and type of recreation facilities and open space requirements for a given population. This standardized approach was accepted for many years. Administrators later recognized that within cities, individual neighborhoods exhibited unique characteristics, and through time, changing social values.

Recognizing that social values affected leisure lifestyles, recreation planners faced the task of monitoring the change and assessing individual needs. This prompted more direct contact with special interest groups and the public-at-large. The planning approach became more humanistic, developing a plan to serve people, not the agency; providing leisure service opportunities (Gold: 1981).

Gold (1981) spells out the current emphasis on recreation planning in North America in the following statement.

> "The current emphasis is on the relationship of public recreation opportunities to other types of land use, design, and access on the urban and regional scale. While the primary focus is still on the physical resource, an expanded focus on urban beautification, community development, historic preservation, environmental interpretation, multiple use of public and private spaces for recreation, and a broad range of organized recreation programs is now common in most communities."
>
> (p. 53)

The remaining paragraphs focus on the specific development of Parks and Recreation Master Plans in the City of Edmonton, Alberta.

City of Edmonton, Parks and Recreation

The City of Edmonton, Alberta has a current population of approximately 550,000. The city is one of the two key centers for Alberta's oil industry. One of the most noted features of the city is the North Saskatchewan River Valley park system. The city also boasts more recreational and park acreage per capita than any other Canadian city.

In Edmonton, long range goals were set out as early as 1955 when John Farina was Superintendent of the Recreation Commission. The plan followed a standards approach to planning, an approach that was generally accepted and used until the mid 1960's. It attempted to distribute resources evenly throughout the city. (Report on Active and Passive Recreation:1955). There is no mention of citizen involvement in the development plan, and one may assume that no formal mechanisms for such a process were required. Community leagues at that time were still in control of the provision of recreation services.

The 1970-1980 Parks and Recreation Master Plan

In Alberta, since the passing of the Revised Statutes of Alberta 1970, any community applying for provincial funding under the MC/R program has required a community recreation master plan which covers a period of a minimum of five years.

The City of Edmonton[1] began its preparation for the completion of its first master plan in 1968. The Parks and Recreation Advisory Board held public meetings and solicited verbal and written briefs from interested organizations. The Kinsmen Club, the Social Planning Council, and the Edmonton Chapter of the United Nations Association are representative of the many groups that responded to the call for information.

The Plan was to cover the following areas:

1. A comprehensive inventory of existing parks and recreation areas, facilities, and programs would be prepared.
2. The Plan would include standards and policy statements, with recommendations for their implementation.
3. A program would be prepared for future development up to and including 1975, with a projection to 1980.
4. The project would be carried out with reference to social and economic trends and with particular reference to leisure.
5. The Plan would recommend co-ordination of social, educational, cultural, and recreational services in Edmonton to minimize duplication of facilities and programs.
6. After its acceptance by City Council, the Plan would be reviewed annually and kept current.
7. Related studies, research, and planning would be carried out as required in the future.

(Master Plan: 1970, p. 7)

As in the long range plan of 1955, the City continued to adhere to a standards approach to planning. The Plan suffered from a lack of sound planning principles and lacked extensive background and supportive research studies. The Plan offered no time frame for implementation of the recommendations put forth, and no priorities for implementation were given. The layout of The Plan suggests that administrators and planners had difficulty in assimilating the information into a comprehensive framework. Of the sixty-two recommendations put forward, many could have been compressed into more general policy statements.

---

[1] Hereinafter referred to as The City

The public participation process was traditional with briefs and public meetings used as the major mechanisms for obtaining public input. Within a few years, however, the plan was obsolete. Many of the plans for community development were laid aside after the city was successful in its bid to host the 1978 Commonwealth Games.

The 1979-1983 Parks and Recreation Master Plan

Preparation for the update of the Master Plan began early in 1977. Information collected through informal interviews suggests that the original intent of the Parks and Recreation Department was merely to revise the plan. Later, a Master Planning Task Force of three staff members was struck. As the plan progressed, additional staff were drawn upon to assist in the plan's development.

The draft of the Master Plan was reviewed at various stages of development by the Parks and Recreation Advisory Board. Late in 1977, the Board recommended to the General Manager that the public participation program be expanded beyond the point of soliciting written briefs from interested organizations.

The public participation program consisted of the steps outlined in Table 2:1. The public meetings were established in response to the Advisory Board's request for an expanded public participation program. Five public meetings were held, one in each of the decentralized recreation districts. The procedure for the meetings included formal presentations by Parks and Recreation leaders, followed by structured discussion groups. At the meetings, Parks and Recreation Department officials presented two basic concepts to the public (Table 2:2). The statements of these were derived from the preliminary data collected through the surveys, and briefs in the previous year. The purpose of the meeting (as explained at the meeting by department representatives) was to have the citizens' comment on the two concepts, to determine if these concepts were an adequate interpretation of the needs of citizens and if not, to propose

TABLE 2:1

EDMONTON PARKS AND RECREATION MASTER PLAN

Public Announcements and Correspondence

Newspaper Announcement Re: Master Plan Review

February 1st and 3rd, 1977. *The Edmonton Journal* carried a public notice re: Master Plan Review.

Letters to Community Groups and Organizations

February 8th, 1977. Letters were sent to over 350 community groups and organizations requesting a submission expressing their interests and concerns with regard to the revision and update of the Edmonton Parks and Recreation Master Plan.

Community Recreation Survey

From June 6th to June 17th, 1977, the Department conducted a survey of over 800 Edmonton households to identify the recreational pursuits and interests of Edmontonians.

Community League Survey

In June of 1977, questionnaire forms were sent to all Community Leagues to collect an inventory of facilities, plans, membership, and suggestions.

Reminder Letters to Community Groups and Organizations

November 15, 1977. Letters were sent to the community groups and organizations which received the February 8th letter to remind them of the opportunity to make submissions to the Master Plan review and update.

Newspaper Announcement Re: Public Meetings

January 19th, 1978. Notice of public meetings to be held in the recreation districts was issued in *The Edmonton Journal*.

TABLE 2:2

QUESTIONS FOR DISCUSSION

NEIGHBOURHOOD PARKS

Concept: That neighbourhood parks receive extended development especially in older and middle aged neighbourhoods; and neighbourhood park facilities in newer communities be developed earlier in the life of the community.

1. Please discuss this concept and the implications from your perspective as a citizen. Come to some decision whether you agree with this as a direction for the Department.
2. Should you disagree with this, please give some alternatives.

RECREATION PROGRAMMING

Concept: That Parks and Recreation Department place more emphasis on encouraging community involvement and assisting communities in providing for their own recreation needs, rather than providing direct recreation opportunities.

1. Please discuss this concept and the implications from your perspective as a citizen. Come to some decision whether you agree with this as a direction for the Department.
2. Should you disagree with this, please give some alternatives.

alternative concepts for development within the time frame of the meetings. The public meetings and one subsequent meeting with the Edmonton Chapter of the Urban Development Institute represented the last formal contact made with the public-at-large. The 1979-1983 Parks and Recreation Master Plan was approved by Council in November, 1978 and later by Alberta Recreation and Parks in 1980.

Earlier in this chapter, it was suggested that there is often organizational commitment to, but limited grasp of, public participation. Also, it was contended that the development of evaluation techniques has not kept pace with the development of models and techniques of public participation.

It is the intent of this study to conduct an analysis of the public participation program employed by the City of Edmonton Parks and Recreation Department in the development of its 1979-1983 Master Plan.

III. OBJECTIVES AND METHOD OF STUDY

A. STATEMENT OF THE PROBLEM

The introduction of this study dealt with 1) the philosophical basis for participation, 2) legal foundations of public participation, 3) models and typologies of public participation, 4) techniques of participation, and 5) evaluation research in public participation. Specific attention was focussed on the development of public participation programs in recreation planning, citing examples at the national, provincial, and municipal levels in Canada.

Previous research has been directed towards the development of models and techniques for public participation (Arnstein:1969, Burke:1968, Connor:1977). One area lacking research is the development of evaluative techniques for measuring the effectiveness of a public participation program. Burton (1977, p. 2) makes reference to this in his report *Towards Effective Public Participation in Canada*: "What, if any, attempts have been made to develop evaluative criteria for cases of participation and to apply these to on-going experiences?"

A major problem that has been identified throughout the literature search is the relative lack of attention directed to the evaluation of public participation programs. This may be attributed in part to the general lack of monitoring and evaluation in most planning exercises until recently. Another reason is the lack of techniques for measuring the impact of such programs upon decision making. Associated with this is the fact that the very word "evaluation", by definition, implies success or failure; yet what constitutes success or failure is likely to differ according to the different perceptions of the various groups of participants in the process. Another problem relates to the inherent difficulties in the working relationships between the public and professionals. Communication difficulties have been cited as a major reason for the dissonance among these groups. "Each party tends to perceive the communication difficulties as resulting from the other party's illogicality, lack of intelligence, or even deceptiveness and insincerity" (Maruyama, as quoted in Ruffman and Stuart 1978, p. 81).

Three critical concerns evolving from the problems identified above will be the focus of the present study. They are: 1) the lack of evidence to suggest that groups evaluate their public participation experiences on the basis of criteria specific to the group, and, hence, different from other groups; 2) the difficulties in developing evaluation criteria stemming from the different perceptions of various groups; and 3) the conflicting views between groups about the entire purpose of the participatory process.

It was anticipated in this study that the extent to which the public participation program used by the City of Edmonton Parks and Recreation Department in preparation of the 1979-83 Master Plan was viewed as a success would have varied according to the perceptions of all major identifiable parties involved. Pursuant to this, it was expected that different parties would have varied in their perceptions of the program objectives.

B. OBJECTIVES OF THE STUDY

The purpose of the study was to determine the objectives of a public participation program as perceived by each group of participants in the process. The study also attempted to identify criteria that each group implicitly or explicitly employed in the public participation program to evaluate the impacts (both positive and negative) of that process upon decision-making. It was focussed upon a case example.

Different from scientific research, which is restricted to the examination of one or two variables, the case study attempts to develop a comprehensive understanding of a single event which might possibly have a more generalized applicability beyond the case (Babbie: 1976).

A case study approach was employed so as to identify as many factors as possible involved in the assessment of a public participation program. Furthermore, the data requirements for multiple comparisons would be immense and beyond the capabilities of the researcher. As evaluation of public participation programs has been limited to a few cases, it was thought that data presented on this case might contribute towards the assimilation of information for the development of an evaluation model suitable for multiple case studies.

The case study selected was the public participation program designed to obtain input into the preparation of the City of Edmonton's Parks and Recreation Master Plan for the years 1979 to 1983. Six objectives, outlined below, were addressed by the study.

1. to identify the major groups involved in the public participation process;
2. to determine what each group perceived to be the objectives of this process;
3. to identify the criteria each group perceived as being necessary to achieve the objectives of any public participation process;
4. to identify the extent to which each group perceived that the objectives of the process were met;
5. to establish what criteria each group used to support its views regarding the achievement of the objectives; and
6. to compare each group's suggested (ideal) [2] criteria for any case (objective 3 above); with those actually employed (objective 5 above).

The Study Population, Methods and Procedures

Information concerning the study population was obtained from City of Edmonton Parks and Recreation officials. First, the names and positions of city personnel who had a major role in the preparation of Parks and Recreation Master Plan were obtained. Second, a list of city aldermen was recorded. Third, the number of briefs submitted by public interest groups was obtained and a contact name for each group was identified and recorded. Fourth, the names of Parks and Recreation Advisory Board members were obtained. Finally, the names, addresses, and phone numbers of the individuals attending the five public meetings as part of participatory process were obtained. The names were registered on sign-in sheets used at each meeting. City staff in attendance encouraged all who entered the meeting room to sign their name.

---

[2] Although the study refers to "ideal", it was not meant to suggest the notion of perfection. Clearly there cannot be a single perfect solution or standard for evaluation of public participation. It was used with the intent to stimulate respondents thoughts on their *preferred* approaches or criteria.

All members of the first two groups (city staff and aldermen) were to be included in the study. Although interest groups are a major contributing force in most public participation programs, a decision was made not to include representatives from interest groups. Interest group participation was confirmed by the submission of written briefs. There were no further attempts by the City to involve interest group representatives after the briefs were received. To some extent it was difficult to identify the individual responsible for the preparation of the brief and for this reason interest groups were not included in the study.

A decision to include members of the Parks and Recreation Advisory Board in the study was based on three factors: 1) the Advisory Board represented a formalized and on-going method of public participation; 2) the mandate of the Board is to encourage the public to offer constructive criticism of department policies (citizen participation); and 3) the Advisory Board members actually halted its review and approval of the Master Plan document until additional public input was solicited.

A proportional random sample was drawn from the lists of participants at the public meetings. Five public meetings were held and attendance varied significantly among them. The proportional sample accounted for the disparity in attendance figures to prevent a large number of individuals being drawn from those present at a single meeting.

All prospective interviews were contacted for interviews by letter, followed by a telephone call. The interviews were conducted during the months of April, May, and June, 1979.

Delimitations

"As distinct from limitations which are those beyond the control of the researcher, delimitations are those constraints intentionally set up by the researcher" (Burton: 1977, p. 4). First, the study was concerned only with processes used in the drafting of the Parks and Recreation Master Plan. It did not concern itself with the process that Parks and Recreation officials refer to as on-going-participation. Second, it did not concern itself with non-participants in the process, but only those citizens who took part in the process in one of the following two categories: 1) members of the public-at-large who attended one or more of the five public meetings, and 2) citizens appointed to the Parks and Recreation Department Advisory Board. Third, the study concerned itself only with those Parks and Recreations officials who had been identified as having played a major role in the formulation of the Parks and Recreation Master Plan.

Data Sources

For the purpose of this study, an interview study was selected as the most effective means of data collection. In order to determine the differences between the groups in their perceptions of the objectives of citizen participation, and in the application of criteria assessing the impact of this, all members must be asked to provide the same information, necessitating a standardized approach.

An advantage to the interview survey is flexibility. The interviewer is able to ensure that the respondent fully understands all questions. The interview survey also allows the interviewer to develop rapport with the respondent. Interview surveys are often selected as a data source when subject material is of a sensitive nature. Visual aids may be used by the researcher to assist the respondent's recall ability and to maintain interest.

Some disadvantages of the interview survey are that it is subject to reactive measurement errors; that rapport may be so strong that the interviewer unconsciously affects the responses (Burton and Noad:1968); that the respondent may give answers that he anticipates the interviewer would like to hear; and that the interviewer may have his or her own biases or expectations and selectively understand and record responses that reflect these.

The interview survey can also be subject to many errors of operation. External and internal validity of the interview survey are also difficult to substantiate (Burton:1976).

In using the recall method, the researcher is asking the respondent about perceptions, feelings, reactions, opinions, or attitudes at the time of the event. The respondent's perceptions are affected by the immediate situation, but also by past experiences (Hindley:1979). The accuracy of the responses may be questioned. While the concern for accuracy of response is crucial to the validity of the study, the interviewer can minimize the risk of inaccuracy by observing the following actions: 1) attempt to place interviewee at ease; 2) conduct the interview in a congenial environment; 3) allow adequate time for responses; 4) elaborate precisely the nature of the information sought; and since 5) memory is a reconstructive process, attempt to rebuild for the interviewee the context of the situation.

C. QUESTIONNAIRE DESIGN

In order to determine differences in perceptions of public participation, members of all groups must be asked the same questions and provided the same alternatives for response. The structured questionnaire was the format used in this study to allow for comparision and classification of responses.

The wording and sequencing of questions is critical to the survey design. For this reason, the researcher followed guidelines developed by Gallup. Gallup's *Quintamensional Design* suggests that five questions can be used to cover most of the essential features of an opinion or attitude as follows:

Question 1. Is designed to determined if the

	respondent is aware of the issue.
Question 2.	Is designed to get general feelings on the subject.
Question 3.	Is designed to get answers on specific parts of the issue.
Question 4.	Is designed to discover reasons for the respondents' views.
Question 5.	Is designed to determine the degree of conviction to the issue.

Open-ended and closed questions were used in the questionnaire. Open-ended questions were used in questions 1 through 7 and in questions 8b, 9, and 13. The remaining questions followed a closed format.

Question 1 attempted to assist the respondent's recall of the event by having the respondent describe his or her involvement in the public participation program under investigation. Secondly, the answers to question 1 provided verification of the respondents group; ie. alderman, staff, parks and recreation advisory board member, or public.

Questions 2 through 6 were general, asking the purpose of the program and techniques employed.

Questions 7 through 13 were more specific and focussed on the outcome of the public participation program and on the importance of criteria to the achievement of objectives.

The questionnaire was deliberately designed to lead the respondent into assessing the program. The final question, number 13, again asked the respondent to express his or her opinion about the success or failure of the public participation program. This allowed the respondent to express his or her opinion without a closed set of responses and after he or she had rated criteria considered ideally important to the achievement of objectives in any public participation program (Question 10).

Opinion or attitude questions are sensitive to changes in wording. "Two approaches to such questions are: either simply enumerate what proportion of respondents say they subscribe to a given opinion, or attempt to measure the intensity with which people have feelings about the subject" (Burton and

Cherry:1970). The opportunities for response in this study attempted to measure the intensity of feelings. One scaling procedure that measures the strength of a respondent's convictions is the Likert scale.

"The use of 'scaling' implies a composite measure constructed on the basis of an intensity structure among items comprising the measure" (Babbie:1976). A Likert scale was used in this study. Questions 8a, 10, 11, 12, used the Likert response scaling method.

The entire questionnaire is reproduced in Appendix B.

Preamble

A preamble was devised for questions 2 through 6 and questions 11 through 13 to prepare the respondent for the question and to assist his recall abilities. In some cases, (questions 3 and 11), the preamble served as a reminder to the respondent of his previously expressed opinions. The preamble also prepared the respondent by clarifying any jargon used in either the question or in the response set.

Cue Cards

As previously mentioned, one of the advantages of the interview survey method is that it allows the interviewer to use visual aids to assist the respondent and to maintain his or her interest. Cue cards were designed for questions 1 and 2, 4 through 8, and questions 10 and 12, (Appendix C).

In some questions, examples were read as part of the preamble. The appropriate card, listing the examples was handed to the respondent. If examples were presented verbally, the respondent's ability to recall information would likely be limited to two or three of the examples read by the interviewer. The cue cards assisted by allowing the respondent to visualize the examples previously read to him.

For questions 8a and 12, the cue cards listed the response categories. Only the words "successful" and "unsuccessful" appeared on the card. The corresponding numerical scale was listed on the interviewer's questionnaire. The purpose of this was to avoid confusing the respondent with a rank order.

The card designed for question 10 listed: 1) the question; 2) response categories; and 3) criteria for each set eg. costs, process, product, accountability, performance effectiveness, information/resources. The question was complex and detailed, which made it extremely difficult for the respondent to react to each criteria and keep in mind the original question. One problem was that the respondent may have limited his or her responses to one of the examples presented on the different cards. Although the cards identified 'other' as a possible response, respondents seldom identified an item not appearing on the cue cards.

The final design was reviewed by the Director of Research and Planning for the City of Edmonton Parks and Recreation Department. The comments received on the questionnaire design are shown in Appendix D. These comments were not considered substantial to warrant any further refinement of the questionnaire.

Pretest

The original questionnaire was presented by conducting four interviews. Three of the four respondents had attended one of the five public meetings held as part of the public participation program. The respondents were removed from the population list and deemed ineligible to participate in the study after having participated in the pretest.

The fourth respondent had participated in a distinct and separate public participation program. One of the design features of the questionnaire was its universal applicability. With this in mind, the pretest was conducted with only a minor change; that of substituting the appropriate public participation program, (West End Transportation Task Force: Edmonton).

Several design flaws were identified in the pretest phase. The concerns identified were of both a technical and a substantive nature.

The U.S. Department of Transportation catalogue of techniques was presented (in question 5) to the respondent (Connor: 1978, p. 63). The respondents did not understand some of the techniques listed (eg. synetics, Fishbowl Planning, Advocacy Planning, Arbitrative Planning), and also indicated that many of the categories overlapped. As a result, the list was discarded and a new list designed (Appendix E). The new list grouped techniques into four categories: large group meetings, organizational approaches, media, and small group meetings.

Question 9 asked respondents to identify criteria that they would use if placed in the position of having to evaluate any public participation program. Respondents in the pretest had difficulty answering this question. The question was altered in structure, for the final design, by asking the respondent to identify the three most important things to look at in attempting to evaluate a public participation program.

Question 8 was altered to provide a structured set of responses. Two respondents in the pretest indicated a reluctance to commit themselves to either position, stating it was neither a success nor a failure. In an effort to obtain a committed response, a four-point Likert scale was developed, thus eliminating the neutral position. The last question, 13, allows the respondent to qualify his or her position.

Concern was expressed for the likelihood of response set contamination in Question 10. Thirty criteria were listed in Question 10 and the respondent selected a response based on a scale of 1 to 5. It was thought that the length of the question might fatigue the respondent with the possible result that the respondent would randomly select responses just to finish the question. To avoid this problem, Question 10 in the final design was presented to the respondent in six sub-sets, thereby providing a break for him.

An additional question was included in the final design. The last question, number 13, again asks the respondent to consider whether the program was a success or failure. The question was open-ended. The intent of the question was to allow for comparison of responses for Questions 8 and 13, and to determine if any significant change of opinion had occurred. It was anticipated that Questions 10 through 12 would serve as an educational experience for the respondent which may or may not have influenced his opinion. Question 13 does not force the respondent to commit himself as in Question 8. This allowed the respondent to freely express his opinion and to provide qualifying remarks.

Execution of the Questionnaire

The length of the interviews ranged form one to three hours. Question 5 was abandoned after conducting the first few interviews because of time considerations and its apparent lack of relevance to the overall design.

The category, 'costs', was dropped from Question 10 due to the difficulty respondents had in answering this question. Question 10 was extremely long and in some cases tired the respondent. It was difficult to keep the respondent aware and alert to the intent of the question as he or she reacted to each criterion presented.

The interviews were identified using a numbering process. All interviews were tape recorded and later transcribed. Three of the forty-one interviews were not transcribed due to equipment malfunction.

Data Analysis

Chapters 4 through 7 provide a descriptive and interpretive analysis of the data retrieved from each of the four groups comprising the study population. It is emphasized that the data is presented for descriptive purposes only. The samples drawn present small numbers in absolute terms and for this reason no inferences can be drawn regarding the statistical significance of any results. The data is indicative rather than representative of study population.

Chapter 8 provides a comparative perspective among the four groups studied and highlights the issues apparent in the public participation program studied in this case. Chapter 9 outlines some conclusions and recommendations drawn from the study.

IV. A VIEW OF PUBLIC PARTICIPATION:

THE ADVISORY BOARD

The City of Edmonton Parks, Recreation and Culture Advisory Board is composed of eleven members appointed by Council for a two year term. The board's mandate has been stated in two bylaws. Bylaw 2202, the original bylaw passed in 1961, set forth the duties of the Department of Parks and Recreation and included provision for the establishment of an Advisory Board. In 1981, Bylaw 2202 was dissolved and Bylaw 4985 established to outline specifically the membership duties and powers of the Board.

The purpose of the Board is to advise Council, through the Commission Board, on matters relating to parks and recreation within the City (Bylaw 4985, p. 3). Generally, the Board's function is to advise: on Departmental policies concerning parks, recreation, and cultural matters; on policies concerning priorities for development; on policies concerning cooperative efforts with other recreation organizations; and to make recommendations for approval on capital and operational grant funds.

Specifically, section 2.1 (d) dictates that the Board is "to advise on policies to encourage individuals and groups to offer constructive criticism of park and recreation policy" (Bylaw 4985:1981 p. 3). This may be construed as the Board's role in encouraging public participation in City Parks and Recreation matters. The original wording (drafted by the Department) gave the Board powers to encourage this participation directly. However, review at the executive services level changed the wording to read "to advise on policies". The Board represents a formalized and ongoing mechanism for public participation established by the Parks and Recreation Department. For this reason, and because of the Board's designated role in encouraging public participation, this group was included in the study. Eight Advisory Board members were interviewed. Some of the Board members had completed their term of office at the time of the interview but were included in the study as they had served on the Board during the design phase and implementation of the public participation phase of the Master Plan.

Advisory Board members viewed the general purpose of the public participation program as a campaign to collect information, "test the waters", and gain public support for the Department's policies.

TABLE 4:1

WHAT SHOULD HAVE BEEN THE PURPOSE?

Advisory Board	
Creative thinking process	1
Nominal group process	1
An educational process	2
A decentralized process	2
Ongoing information process (easily accessible to public)	3
Don't know	1

All but one Advisory Board member stated that the purpose should have been different than information gathering and the testing of reaction to proposed policies. Advisory Board members focussed their attention on the process and identified components of the process which should have been included. Responses shown in Table 4:1 suggest that the Advisory Board views the public-at-large as the source of knowledge and information as opposed to administrators, planners, and staff.

Moreover, the expression of the type of process which should have been employed suggests that Advisory Board members perhaps considered the process of public participation more important than the outcome.

TABLE 4:2

SPECIFIC OBJECTIVES OF THE PROGRAM

Advisory Board	
Stimulate Community Interest	1
To Obtain Additional or Local Information	1
Improve Agency Image	1
Obtain Increased Financial Support	1
Public Support for the Master Plan	-
Testing Reaction to Proposed Policies	-
Testing a Public Participation Technique	-
No Specific Objectives	5

Five of the eight Board members were unable to detect any specific objectives of the program as shown in Table 4:2. Hastily prepared public meetings may have left insufficient time for Board members and staff to consider the specific objectives for the program.

The three Board members who identified specific objectives believed that the City had been quite successful in achieving three of these objectives. The exception was the objective 'to stimulate community interest' which was labelled completely unsuccessful.

Advisory Board members apparently believe indirect benefits resulted from the public participation program, although members experienced some difficulty in articulating these benefits (Table 4:3).

Advisory Board members identified three main strengths of the public participation program. These strengths are identified in Table 4:4. Based on three Board members' opinions, one of the strengths was an improved decision making process. This is a critical statement for Board members to support, since Advisory Board members halted progress of the Master Plan to provide an opportunitiy for the public to participate in the form of community meetings.

Board members identified three major weaknesses of the program. Two members identified timing as one of the weaknesses, claiming that timing of the program was poor and design of the program was rushed. The timing factor (insufficient lead time) could possibly account for the inadequate advertising and resulting poor attendance.

TABLE 4:3

INDIRECT BENEFITS OF THE PUBLIC PARTICIPATION PROGRAM

Advisory Board	
Increased Public Awareness	2
Better Support in Council	1
A Learning Experience	2
Yes, But Unspecified	2
No Response	1
No Indirect Benefits	1

TABLE 4:4

STRENGTHS AND WEAKNESSES OF THE PUBLIC PARTICIPATION PROGRAM

Advisory Board	
Strengths	
Improved Decision Making	3
Well Informed Public	2
Effort and Commitment	2
No Response	1
Weaknesses	
Not Well Attended	5
Inadequate Advertising	3
Timing	2

TABLE 4:5

SUCCESS OR FAILURE OF THE PUBLIC PARTICIPATION PROGRAM

Advisory Board	
Completely Unsuccessful	1
Fairly Unsuccessful	2
Quite Successful	4
Highly Successful	1
No Response	-

The Advisory Board members were somewhat divided in their assessment of the success or failure of the public participation program as shown in Table 4:5. There are several possible explanations for the divergent opinions of the Advisory Board. Board members may perhaps sense an allegiance to city staff or bear allegience with the public. Members who considered the program successful, may have been protecting the staff's effort. The members who considered the program as not successful were perhaps echoing the public opinion. Another explanation might be the Board members' experience, or lack of experience, with public participation programs.

If a Board member was lacking working knowledge of the design and implementation of public participation programs, it is feasible that he or she might view the program as being better (successful) than none at all. Reference was made by two Board members to the fact that the program was a learning experience (Table 4:3).

The final explanation offered is that Board members may be split on their views as to the success of the program depending on their orientation to or weighing of criteria. For example, a member who placed the number of people attending as being of maximum importance in achieving objectives, may have considered the program as successful.

Board members were asked to identify three important items to consider when evaluating any public participation program. Board members indicated that they would assess a public particiption program by the: 1) degree of representation; 2) number of meetings; 3) ability to obtain informed consent; and 4) attendance. Less frequently they identified the following variables: 1) implementation of ideas brought forward by the public; 2) degree of change occuring after a public participation program; and 3) accessibility of information as well as an evaluation of the learning experience (ie. did the process provide a learning experience; if so, the program might be viewed as successful).

Why did Advisory Board members stress the use of quantitative variables in assessing public participation? Perhaps it was because traditionally evaluations have been measured by means of quantitative variables. These measures (eg. the number attending), may be more easily identified than the less evident qualitative factors, such as degree of change.

Advisory Board members reviewed the preferred criteria for achieving objectives of any public participation program. They rated the relative importance of twenty-eight criteria presented in five categories. Table 4:6 shows the frequency distributions for the category "performance effectiveness." Board members rated ongoing continuous feedback by administrators as being highly important. This opinion is consistent with the Board's concern for an ongoing or continuous process of information sharing which some Board members suggested should have been the purpose of the public participation program.

Board members stressed the various process criteria as being of high to maximum importance in the achievement of objectives (Table 4:7). Clear identification of the issues to be examined appeared to be the foremost consideration here.

Two criteria in the information resources category dominated all others within the category according to importance. The two criteria were: the accessibility of information, and the reduction of technical material into an easily understood format. This is shown in Table 4:8. An additional criterion was identified. One Board member believed that agencies should make the best possible use of external resources: in this case the respondent suggested enlisting the help of university professors and private consultants.

The Advisory Board serves a liaison function between the public-at-large and the City administration. It is understandable that these members should be concerned about the flow of information to the public. As lay members, they must review technical reports prepared by the Department and have first hand knowledge and experience of the need for the reduction of technical information into an easily understood format.

Although Advisory Board members consistently reported product-related criteria as data they would use to evaluate a public participation program, they rated the product criteria in Question 10 as generally being of medium importance (Table 4:9). Maximum possible contact and the degree of

TABLE 4:6

PERFORMANCE EFFECTIVENESS

Advisory Board	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Expertise of Planners/Administrators		1	1	1	1
Efficient Performance of Agency Responsibilities		1	2	1	1
Ability of all Groups to Reach Consensus		3	1		
Ongoing Continuous Feedback by Administrators			1	4	
Ongoing Continuous Feedback by Other Participants			2	2	1

TABLE 4:7

PROCESS

Advisory Board	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Clear Identification of the Issues to be Examined			1	1	5
Two way exchange of information			3	5	1
Flexibility of the Planning Process		2	2	1	1
Initial Agreement on the Objectives			2	6	
Variety of Participation Techniques		1	2	4	1

TABLE 4:8

INFORMATION RESOURCES

Advisory Board	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Accessibility of Information				3	5
Reduction of Technical Material into Easily Understood Format				4	2
Extensive Media Coverage			3	3	1
Physical Structure and Setting for Meetings		1	2	1	2
Use of Outside Expertise, ie. University				1	

representation achieved is vital to the concern for accountability by Board members.

Within the category 'accountability factors', the extent to which the public believes the decision has not already been made was considered a crucial component in achieving the objectives of a public participation program (Table 4:10). Board members also stressed the importance of explaining the decision-making process to the public involved.

The role of Advisory Board members in the decision-making process is guided by Bylaw 4985. Yet there are likely situations in which there is some confusion or even disappointment when Board recommendations are over-ruled or ignored. Again Board members have first hand experience of the need to understand how decisions are made and their impact on the public.

Board members held divergent opinions on the outcome of the program. This divergence might be best understood by considering the composition of the Board itself. The board is a mix of professional and lay individuals. Two of the eleven individuals serving on the Board represent School Boards: another is an alderman, while one is a representative from the Federation of Community Leauges. The seven others are appointed at-large. The broad composition of the group lends itself to extreme views. These extremes tend however, to be neutralized in the working group through compromise and consensus seeking, as Lewis (1977, p. 235) suggested in his review of the performance and effectiveness of the Ontario Provincial Parks Advisory Council.

It is important, finally to note that the Advisory Board is supportive of a different type of process than that used in this case, one which acknowledges the role of education in public participation, allows for an ongoing information exchange, and clearly defines the issues to be examined.

TABLE 4:9

PRODUCT

Advisory Board	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
High Number of Suggestions		1	2	2	1
Number of Written Submissions			2	1	1
Quality of Suggestions		1	1	2	2
Scale of Attendance		1	3	3	
Maximum Possible Contact Obtained			1	5	1
Degree of Representation of Groups			1	6	

2

TABLE 4:10.

ACCOUNTABILITY

Advisory Board	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Extent to which the public feels the decision has not already been made		1		1	4
Explanation of the Decision making process				2	3
Protection of citizens rights		2	1	1	2
Sensitivity of administrators to local issues				4	1
Ability of groups to affect the decision making process			2	1	2

V. A VIEW OF PUBLIC PARTICIPATION:

THE ALDERMEN

The eleven officials (ten aldermen, one mayor), elected in the City of Edmonton represent the final decision-making authority in municipal government as identified by the *Municipal Government Act* of Alberta (RSA:1970). As elected officials, these individuals bear the responsibility of representing the best interests of their constituents. The City Council, led by Mayor Cecil Purves, has endorsed the concept of public participation. Policy documents brought forward to Council by various departments must show evidence of public input if Council support and adoption is expected.

Aldermen were included in this study, as City Council represents the final decision making authority for approval of the Parks and Recreation Master Plan at the municipal level (Figure 2). Of the eleven elected officials, eight were interviewed for this study. Of the eight interviewed, two aldermen served as members of the Public Affairs Committee (a committee of Council). The Public Affairs Committee routinely reviews policy documents of the *Parks and Recreation Services Department*.

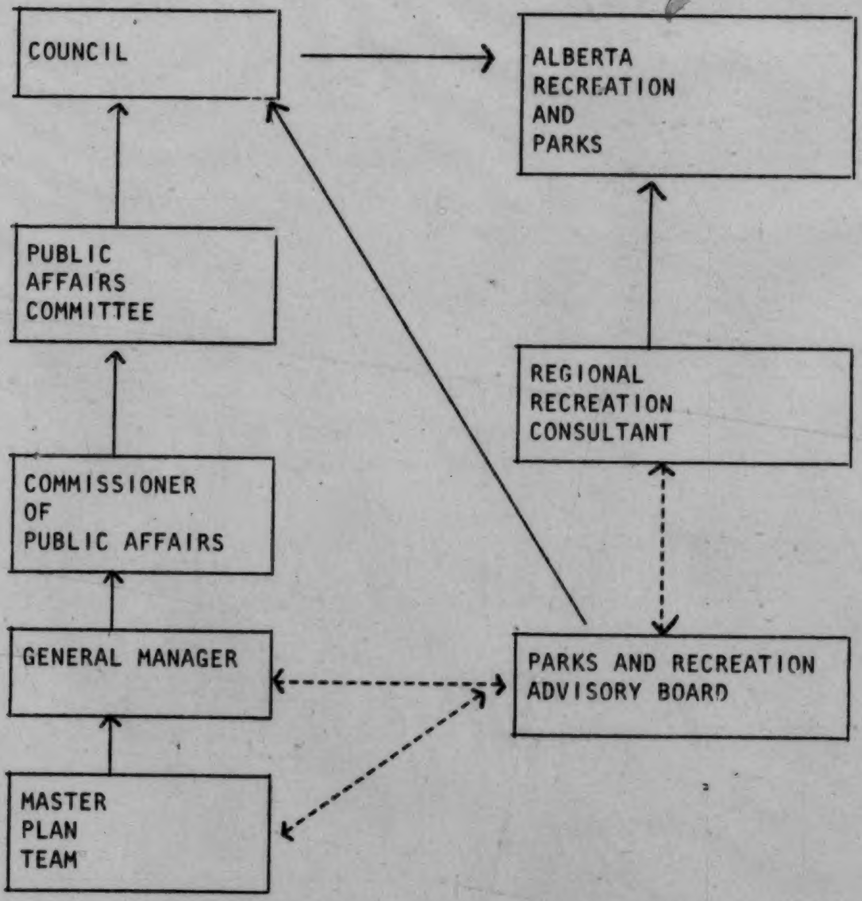
Aldermen indicated during the course of the interviews that their role had been primarily a formalized process, that is, to review, discuss, and vote on the proposed document.

The two aldermen representing the Public Affairs Committee were more familiar with the Master Plan than were other aldermen, as the Committee reviewed the document and made recommendations before it was submitted to Council.

Aldermen were asked what they veiwed as being the purpose of the public participation program. Table 5:1 indicates the frequency of response. A total of nine responses is indicated, one more than the number of respondents in the group. This is due to respondents not being restricted to a single

FIGURE 2

MASTER PLAN APPROVAL PROCESS


COUNCIL
ALBERTA RECREATION AND PARKS
PUBLIC AFFAIRS COMMITTEE
REGIONAL RECREATION CONSULTANT
COMMISSIONER OF PUBLIC AFFAIRS
GENERAL MANAGER
PARKS AND RECREATION ADVISORY BOARD
MASTER PLAN TEAM

statement of purpose in this question.

The public participation program was viewed as a one-way exchange between the administration and public.

The purpose, to collect information, closely parallels elected officials' concern for determining the needs of the community.

The majority of aldermen were uncertain whether the purpose of the program should have been different (Table 5:2). This may be attributable to their limited role in the actual public participation campaign, although two aldermen stated that the public should have been involved at an earlier stage. It may have been a difficult task for respondents to formulate a goal-oriented statement of purpose in a process from which they were removed. Another explanation for the uncertainty expressed may be the relative youth of the public participation movement and the consequent lack of experience in knowing what it should encompass.

With the exception of one individual, the aldermen perceived no additional or specific objectives of the public participation program. These objectives were not identified in the draft document. Therefore, it is unlikely that they would be known. The one specific objective mentioned, 'testing reaction to proposed policies' was achieved, according to one alderman.

The aldermen believed that indirect benefits accrued as a result of the public participation program (Table 5:4). The benefits specified were all agency-oriented. No mention was made of possible benefits to interest groups or the public-at-large, such as better understanding of department policies, or increasing public knowledge of planning constraints. This view of the aldermen suggests that the program is undertaken for the overall benefits to the City, and not for the purpose of sharing decision-making.

Question 7 focussed on the strengths and weaknesses of the public participation program. With the purpose to collect information in mind, aldermen appeared certain that this information contributed to the planning effort and improved the decision-making process. Without accurate knowledge of the situation, it is assumed that Council would expect these strengths in any

TABLE 5:1

PURPOSE OF THE PUBLIC PARTICIPATION PROGRAM	
Aldermen	
To include citizens in plan process	-
To educate citizens	-
Avoid or resolve conflict	-
Collect information	6
Provide information	1
To obtain public support	-
To test public reaction to proposed policies	1
Required by City Council	-
Other	1
No response	1

TABLE 5:2

WHAT SHOULD HAVE BEEN THE PURPOSE?	
Aldermen	
Public should be involved earlier	2
Shouldn't be different	2
Don't know	2
No Response	2

TABLE 5:3

SPECIFIC OBJECTIVES OF THE PROGRAM

Aldermen	
Testing reaction to proposed policies	1
No specific objectives	7

TABLE 5:4

INDIRECT BENEFITS OF THE PUBLIC PARTICIPATION PROGRAM

Aldermen	
Better Public Relations	2
Better Support in Council	2
Acquisition of New Information	1
Yes, (Unspecified)	1
No Response	2

participation event endorsed by it.

TABLE 5:5

STRENGTHS AND WEAKNESSES
OF THE PUBLIC PARTICIPATION PROGRAM

Aldermen	
Strengths	
Contribution to Planning Effort	3
Acceptance of Proposals	2
Improved Decision-Making	2
No Response	1
Weaknesses	
Not Well Attended	4
Failure to Stimulate Interest	3
Inappropriate Techniques	2

Of the weaknesses identified (Table 5:5), the fact that public meetings were not well attended generated the most concern. This concern is a perennial issue for politicians relating to the apparent apathy or lack of interest generally in civic affairs.

Although aldermen were not satisfied with the attendance, or the ability of the Department to stimulate community interest, half of the aldermen interviewed believed that the program had been quite successful. Only one alderman stated that the program was unsuccessful (Table 5:6).

TABLE 5:6

SUCCESS OR FAILURE OF THE
PUBLIC PARTICIPATION PROGRAM

Aldermen	
Completely unsuccessful	-
Fairly unsuccessful	1
Quite successful	4
Highly successful	-
No Response	3

Question 9 asked the respondents to identify three criteria they would use when attempting to evaluate a public participation program. The aldermen listed product-related criteria most frequently such as degree of representation and attendance. Process related criteria were the second most frequent type of criteria identified by the group, for example, the ability to achieve consensus and the opportunity to express views.

Question 10 asked respondents to provide personal estimates of the relative degree of importance each of the thirty criteria played in the achievement of objectives. Respondents were encouraged to identify any additional criteria not presented in this question.

In the "performance effectiveness" category (Table 5:7) aldermen were concerned with performance and expertise within the agency. The ability to achieve consensus appeared to be the least important criteria among this group.

"Clear identification of the issues to be examined" was rated as one of the most important process criteria to be considered in the achievement of objectives. The other criterion considered important was a "two-way exchange of information". It is worthwhile to draw attention to the fact that one alderman stated that a two-way exchange of information was of no importance to the achievement of objectives (Table 5:8). Although aldermen stressed the importance of a two-way exchange of information, most mentioned a singular purpose of the program: provision of information to the public.

Aldermen held differing views on the importance of extensive media coverage to the outcome of a program. Some considered it to be of maximum importance, while others considered its importance minimal. Council did agree on the importance of the accessibility of information and the reduction of material into an easily understood format (Table 5:9).

Under the category 'product' half of the aldermen emphasized the importance of the degree of representation and obtaining maximum possible contact (Table 5:10). Council members during the course of the interviews frequently expressed concern over the constant lobbying that occurs by numerous interest groups. Recognizing that there may be a variety of interests on issues, it is important that maximum contact with citizens and groups be obtained.

The final set of criteria examined covered accountability factors. The results are shown in Table 5:11. Aldermen appeared most concerned with the sensitivity of adminstrators to local issues, with all eight respondents rating this criterion as being of high to maximum importance. Accountability factors overall were consistently rated as being essential to the achievement of objectives.

Council members are most likely to be concerned with the question of accountability. Dealing with the public in a fair and consistent manner is essential to their livelihood.

TABLE 5:7

PERFORMANCE EFFECTIVENESS

Aldermen	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Expertise of Planners/ADMINISTRATORS	1			5	1
Efficient Performance of Agency Responsibilities	1			5	2
Ability of all Groups to Reach Concensus	1	1	2	3	
Ongoing Continuous Feedback by Administrators	1		1	3	2
Ongoing Continuous Feedback by Other Participants			1	3	2
Dealing with the Public					1
Chairman's Ability to Motivate					1

TABLE 5:8

PROCESS					
Aldermen	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Clear Identification of the Issues to be Examined				4	4
Two way exchange of Information	1			4	3
Flexibility of the Planning Process			3	4	1
Initial Agreement on the Objectives		3	1	1	2
Agreement on the Roles of Participants			2	5	1
Variety of Participation Techniques			3	1	2

TABLE 5:9

INFORMATION RESOURCES

Aldermen	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Accessibility of Information			1	2	5
Reduction of Technical Material into Easily Understood Format			1	5	2
Extensive Media Coverage	1	1	2	2	2
Physical Structure and Setting for Meetings	1	1		5	1

TABLE 5:10

PRODUCT

Aldermen	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
High Number of Suggestions		4	4	2	
Number of Written Submissions	1	1	3	3	
Quality of Suggestions			1	4	1
Scale of Attendance		1	3	3	1
Maximum Possible Contact Obtained			1	1	4
Degree of Representation of Groups			1	3	2

TABLE 5:11

ACCOUNTABILITY

Aldermen	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Extent to which the public feels the decision has not already been made	1			1	5
Explanation of the decision making process	1		1	4	2
Protection of citizens rights				6	2
Sensitivity of administrators to local issues				5	3
Ability of groups to affect the decision-making process		2		5	1

Council members were cautious in their responses, especially in judging the success of the program. For some, their lack of familiarity with the program made it difficult to respond to some of the questions.

VI. A VIEW OF PUBLIC PARTICIPATION:

THE STAFF

In early 1977, the General Manager for Parks and Recreation appointed a Master Plan Team. The Master Plan Team was assigned the responsibility of updating the Parks and Recreation Master Plan. As the plan evolved, other key personnel became part of the team.

For the purpose of this study, the Master Plan team members were interviewed, together with several staff members who played a key role in the public participation process as identified by their colleagues. Two members of the original Master Plan Team had since resigned from City employment and were unavailable for interviews. In all, eight staff members were interviewed, including one individual with the Public Affairs office.

Staff members were willing participants in the study, keen to provide their insights to the public participation program. They viewed the public participation process as serving more than one purpose. This is not surprising, since Parks and Recreation staff members had access to and were familiar with the terms of reference for the development of the Master Plan. Wolfe's (1978, p. 363) study revealed similar findings. Planners viewed public workshops as multi-purpose, of which Council and citizens were virtually unaware.

Four of the eight staff members interviewed emphasized that the purpose of the program was to test reaction to the proposed policies (Table 6.1). The secondary purposes were to provide information to the public, to collect information from the public, to educate citizens, and to obtain public support.

City staff members, who viewed themselves as experts, were apt to see the purpose of the program as being a requirement or mandate passed on to them from City Council. They also saw their role as educators of the public, with the main intent of the program being to gain public support for the Master Plan.

Table 6:2 below indicates staff members' repsonses to the question, "What do you think should have been the purpose of the public participation program?" Respondents generally were of the opinion that the public participation program should have started earlier in the process. Staff members emphasized their preference for a public participation program which would have allowed the public to evaluate a set of alternatives as opposed to reaction to predetermined policies. Respondents stressed the time constraints which, to some extent, limited the options available in conducting a public participation program.

TABLE 6:1

PURPOSE OF THE PUBLIC PARTICIPATION PROGRAM

Staff	
To Include Citizens in the Planning Process	-
To Educate Citizens	3
To Avoid or Resolve Conflict	-
To Collect Information	2
To Provide Information	3
To Obtain Public Support	2
To Test Public Reaction to Proposed Policies	4
Required by City Council	2
Other	1

Staff members as a rule, were able to identify specific objectives of the program. These are presented in Table 6:3.

TABLE 6:2

WHAT SHOULD HAVE BEEN THE PURPOSE?

Staff	
Include Citizens in the Planning Process	1
Public Should be Involved Earlier	1
More Decentralized - Focussed at the Neighborhood Level	2
Information Ongoing and Easily Accessible	3
Evaluation of Alternatives	1
No Response	2

TABLE 6:3

SPECIFIC OBJECTIVES OF THE PUBLIC PARTICIPATION PROGRAM

Staff	
To Stimulate Community Interest	2
To Obtain Additional or Local Information	2
Improve Agency Image	1
To Gain Public Support for Master Plan	2
No Response	1

During the interview process, a few staff members repeatedly emphasized the Parks and Recreation Department's poor image, and the City's poor image overall, in the conduct of its public participation programs. The specific objectives were directed to improving the Department's relationship with the community. Seven of the eight respondents suggested that the City had been successful in achieving these objectives.

Staff members detected considerable indirect benefits of the program. Most of the benefits listed in Table 6:4 relate to the agency's image and performance. The staff indicated that the program had a positive impact, improving their image, enhancing the Department's credibility, and gaining increased financial support from Council.

TABLE 6:4

INDIRECT BENEFITS OF THE
PUBLIC PARTICIPATION PROGRAM

Staff	
Better Public Relations	3
Improved Agency Image	2
Acquisition of New Information	3
Increased Financial Assistance	2
A Learning Experience in Public Participation	1
Credibility of Department Enhanced	2
Internal Benefits	1
Don't Know	2
No Response	1

The strength of the public participation program, according to respondents, was its cost efficiency, acceptance of the department's proposals, and the achievement of the program's objectives (Table 6:5). Although cost efficiency was stated by the respondents, they failed to elaborate on its requirement.

TABLE 6:5

STRENGTHS AND WEAKNESSES
OF THE PUBLIC PARTICIPATION PROGRAM

Staff	
Strengths	
Cost Efficient	4
Achievement of Objectives	4
Acceptance of Proposals	4
Well Informed Public	3
Contribution to Planning Effort	3
Well Advertised	2
Improved Decision Making Process	2
Weaknesses	
Not Well Attended	6
Insufficient Time	5
Inadequate Advertising	4
Inappropriate Techniques	4

Staff members also stated that the program made a significant contribution to the planning effort and resulted in a well informed public. They claimed the program was well advertised. The Master Plan Team, handlers of all the information considered in developing the Master Plan, was in a better position than other groups included in the study to know whether or not the program had an impact on the planning and decision-making process.

Staff members identified four weaknesses of the program. Six of the eight respondents indicated that the public meetings were not well attended. The three other weaknesses are conceivably interrelated. It is possible that inadequate advertising may be attributed to insufficient lead time. It is also plausible that inappropriate techniques may have been influenced by the time factor, meaning staff members did not have the necessary lead time to research the variety of public participation techniques available.

Staff members selected product and process type criteria on an equal basis as the criteria they would use in evaluating any public participation program. The product criteria were number of participants, degree of representation, level of response, and number of complaints received. Among the process criteria identified were elements included in the process, time factors, and implementation of ideas. Other criteria mentioned were related to performance and accountability. They were the extent to which the public believed the decision had not already been reached, the ability of the public to affect the decision-making process, the cost/benefit ratio and follow-through of ideas.

Next, respondents reviewed the thirty different criteria and stated what they considered to be the relative importance of each criterion to the achievement of objectives in any public participation program. In the performance/effectiveness category (Table 6:6), staff members considered ongoing continuous feedback by other participants (citizens, interest groups) as the most important criterion. Staff members also rated continuous feedback by other administrators as being of high importance to the achievement of objectives. They appeared to be more concerned with the information exchange and communication patterns than with the expertise of planners or the ability of all groups to reach a consensus.

Staff members were consistent in stressing the importance of open and ongoing communication in participation programs. Five of the eight rated two-way exchange of information as being of maximum importance (Table 6:7). The three remaining respondents considered this variable to be of high importance.

Clear identification of the issues was also a noted concern of staff members. The variety of participation techniques was also supported by staff members. A variety of participation techniques suggests a variety of communication patterns between all parties involved in a public participation program. It is likely that the amount of information exchanged would increase substantially if both staff members and participants had different avenues available for the communication of ideas, comments, and suggestions.

Within the information resources category, staff members considered accessibility of information the most important criterion (Table 6:8). Concomitant to the accessibility of information was the importance of reducing the material into an easily understood format. Unlike the previous groups (aldermen and the Advisory Board), staff members stressed the importance of extensive media coverage by rating this criterion from medium to maximum importance.

The apparent concern for continuous feedback, a two-way exchange of ideas, and the accessibility of information suggests sincerity on the staff members' part to work with the public in the planning process.

Staff members did not seem convinced that product criteria were critical variables in the achievement of objectives (Table 6:9). The number of written suggestions ranged from medium to maximum importance. One staff member commented during the interview that "there was usually more commitment to ideas" that were expressed in written statements, ie. letters or briefs.

The final set of criteria examined by staff members had to do with accountability. The results are shown in Table 6:10. Staff members considered the extent to which the public felt the decision had not already been made to

TABLE 6:6

PERFORMANCE EFFECTIVENESS

Staff	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Expertise of Planners/ADMINISTRATORS			1	3	3
Efficient Performance of Agency Responsibilities			2	1	3
Ability of all Groups to Reach Consensus		2	4	1	
Ongoing Continuous Feedback by Administrators				5	3
Ongoing Continuous Feedback by other Participants				3	5

TABLE 6:7

PROCESS

Staff	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Clear Identification of the Issues to be Examined				4	4
Two-way Exchange of Information				3	5
Flexibility of the Planning Process		1	1	3	3
Initial Agreement on the Objectives		2	2	2	2
Agreement on the Roles of Participants		1	1	4	2
Variety of Participation Techniques			3	4	1

TABLE 6:8

INFORMATION RESOURCES

Staff	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Accessibility of Information				3	5
Reduction of Technical Material Into Easily Understood Format			1	3	4
Extensive Media Coverage			2	2	4
Physical Structure and Setting for Meetings		1	3	1	3
Organization of Meetings					1
Utilization of Input					1

TABLE 6:9

PRODUCT

Staff	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
High Number of Suggestions		1	5	1	1
Number of written Submissions			3	3	2
Quality of Suggestions			1	4	1
Scale of Attendance			1	6	1
Maximum Possible Contact Obtained				5	2
Degree of Representation of Groups		1		5	2

TABLE 6:10

ACCOUNTABILITY

Staff	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Extent to which the Public feels the Decision has not already been made			2	2	4
Explanation of the decision making process		1	1	5	1
Protection of Citizens Rights		2	2	3	1
Sensitivity of Administrators to Local Issues		1	1	3	3
Ability of Groups to Affect the Decision Making Process		1	2	3	1
Ability of Public to Affect the Decision Making Process					1

be of medium to maximum importance. Three of the eight respondents indicated that it was of maximum importance for administrators to be sensitive to local issues. Several respondents had commented that the public participation process should have been more decentralized and should have been focussed at the neighborhood level.

Explanation of the decision-making process was considered important by all staff members. This criterion is closely associated with the initial agreement on objectives and an understanding of the roles of participants. Participants should have an understanding of how information is assimilated, policies formed, and decisions made, as well as who is responsible if their participation is expected to continue in other programs.

As evidenced in Table 6:11, six of the eight staff members interviewed stated conclusively that the public participation program had been quite successful, while one respondent expressed total dissatisfaction with the program and rated it completely unsuccessful.

TABLE 6:11

SUCCESS OR FAILURE OF THE PROGRAM

Staff	
Completely Unsuccessful	1
Fairly Unsuccessful	-
Quite Successful	6
Highly Successful	-
No Response	1

Several of the respondents qualified their rating of quite successful with statements as: "given the time involved", and "it was a good start given our experience". Staff members indicated that the program could have been improved by the presentation of a series of alternatives, more media coverage, and the follow-through of ideas. The respondent who considered the program completely unsuccessful indicated "it was a miserable failure in its own right but still a success for the Parks and Recreation Department."

Staff members were quick to admit the weaknesses of the the program and defended themselves with reasons as to why the program was a success. They were able to suggest ways to improve the program given the freedom and time to incorporate a public participation component in the planning process (Table 6:2). They expressed an eagerness and sincerity to work with the public, but showed a lack of experience in the design of public participation programs. Sewell and O'Riordan (1976) noted:

> effective participatory experiments are. . . requiring highly trained skills of communication and group problem solving that are not readily found among resource managers today.
>
> pp. 19-20

Information resulting from the interviews with staff members appears to echo this view.

VII. A VIEW OF PUBLIC PARTICIATION: THE PUBLIC

During February 1978, public meetings were conducted by the City of Edmonton to discuss the Master Plan. Five meetings took place, one in each Recreation District. A total of 196 people attended these meetings.

For the purpose of this study, a proportional random sample was used to ensure an even distribution of respondents. A total of 17 interviews was conducted. Table 7:1 shows the distribution of the 17 interviews in relation to the five meetings held. The intent was to select a proportionately equal sample of respondents but this was not achieved due to the inaccuracies of the lists provided by the City of Edmonton. In some cases the phone numbers were incorrect, or individuals had since moved and could not be located. Additionally, there were several refusals, making it quite difficult to obtain the desired number of interviews.

TABLE 7:1

STUDY POPULATION BY RECREATION DISTRICT

Recreation District	Numbers in Attendance	Proposed Interviews	Interviews Conducted
North	21	4	2
South East	42	8	4
South West	35	7	3
Central	34	7	5
West	40	8	3
Total	172	34	17

The sample was not proportionate due to the number of refusals and the difficulty of contacting prospective interviewees, caused by wrong phone numbers and incorrect addresses. The sample size represents 9.9% of the study population.

The public indicated that the purpose of the program was to provide information: nine of the seventeen individuals supported this view. The respondents claimed that the Parks and Recreation Department used public meetings to inform the public of the Department's proposed policies. A review of Table 7:2 reveals that the public considered themselves as listeners in the process, as opposed to active participants.

Responses to the question, "What should have been the purpose?" were varied (Table 7:3). One-third of the respondents indicated that the public should have been involved earlier in the process. While another third recommended that the program include an educational component. The expressed desire for an educational component suggests that members of the public did not consider themselves well informed or knowledgeable on the issues to be examined. An earlier involvement in the process may have provided them sufficient time to study and address the issues. The remaining third of the respondents was unable to express alternative purposes for the program.

Respondents considered the specific objectives of the program to be agency-oriented. Respondents claimed that the Department was concerned to gain support for the Master Plan and to improve the Department's image (Table 7:4). The public, however, was apparently divided in assessing whether these specific objectives had been achieved (Table 7:5). For some individuals, answers were based on a personal perspective, others answered the question from a general perspective.

TABLE 7:2

PURPOSE OF THE PROGRAM	
To Include Citizens in the Planning Process	2
To Educate Citizens	2
Avoid or Resolve Conflict	3
Collect Information	4
Provide Information	9
To Obtain Public Support	3
To Test Reaction to Proposed Policies	3
Required by City Council	-
Other	-
No Response	-

TABLE 7:3

WHAT SHOULD HAVE BEEN THE PURPOSE?	
An Educational Component	4
Public Should be Involved Earlier	5
More Dencentralized	2
Information Ongoing and Easily Accessible	1
Don't Know	5
No Response	1

Public opinion varied with respect to the indirect benefits of the program. While six respondents indicated that the City benefited by better public relations and an increased public awareness, almost the same number gave no response, were uncertain, or said there were no indirect benefits (Table 7:6).

TABLE 7:4

SPECIFIC OBJECTIVES OF THE PROGRAM	
Stimulate Community Interest	2
To Obtain Additional or Local Information	1
Improve Agency Image	5
To Obtain Increased Financial Support	-
Public Support for Master Plan	6
Testing Reaction to Proposed Policies	2
Testing a Public Participation Technique	1
No Specific Objectives	5

TABLE 7:5

HOW SUCCESSFUL WAS THE CITY IN ACHIEVING SPECIFIC OBJECTIVES

	Completely Successful	Fairly Unsuccessful	Quite Successful	Highly Successful
Stimulate Community Interest	1		1	
Obtain Additional or Local Information			2	
Improve Agency Image	1		3	1
Public Support for Master Plan		2	3	1
Test Reaction to Proposed Policies			1	
Test a Public Participation Technique				

TABLE 7:6

INDIRECT BENEFITS OF THE PROGRAM

Better Public Relations	3
Improved Agency Image	2
Acquisition of New Information	1
Increased Public Awareness	3
Better Support in Council	1
No Response	2
Can't Say/Don't Know	3
No Indirect Benefits	2

program; the achievement of objectives; the contribution to the planning effort; and the cost efficiency of the program (Table 7:7). The overwhelming weakness of the program as indicated by the public was the low attendance figures for the public meetings. Other weaknesses identified were the failure to reach consensus and inappropriate techniques. Many respondents believed that the meetings were too large, and should have been scaled down to the neighborhood level.

Individuals who indicated achievement of objectives as one of the strengths qualified their statements by emphasizing that the objectives achieved were established by the city staff members and not by the public. Several individuals believed the issues discussed were unresolved. Failure to reach consensus, a weakness of the program, suggests some degree of frustration among the public interviewed in the study.

When asked what criteria they would use to evaluate any public participation progam, the public repeatedly offered process variables. Some examples given were: achievement of objectives; measurement of educational growth; formation of new ideas and opinions; and the appropriateness of the techniques employed.

The public emphasized performance and effectiveness-related criteria. They identified cost/benefit ratios, feedback, degree of consensus among participants, and an assessment of the people (agency) presenting the information as important considerations.

The degree of representation, attendance, and presentation of a large number of alternatives were three product type criteria identified by the public. Members of the public also indicated that they would assess any public participation program according to the following variables: the implementation of ideas; the degree of follow-up after the program; and the ability of the public to affect decision-making. This suggests that the public is concerned that the city react to a public participation program in a responsible and accountable manner.

TABLE 7:7

STRENGTHS AND WEAKNESSES OF THE PROGRAM

Public	
Strengths	
Achievement of Objectives	6
Contribution to Planning Effort	5
Cost Efficient	5
Well Advertised	4
Improved Decision-Making	3
Well Organized	2
Adequate Information	2
Weaknesses	
Not Well Attended	12
Failure to Reach Consensus	8
Inappropriate Techniques	8
Inadequate Advertising	7
Insufficient Time	5

Respondents were asked to indicate relative degrees of importance of thirty criteria in achieving the objectives of any public participation program. The first category examined was performance effectiveness. Of the thirteen people who responded, twelve considered the efficiency of the agency to be very important (Table 7:8). Ongoing continuous feedback by administrators was also considered important. The results indicate that the public relies heavily on staff members for knowledge and expertise in their specific fields. The public expects a commitment from the City administration to keep the public informed at all times.

A two-way exchange of information was considered to be the most important process variable in the achievement of objectives (Table 7:9). Two other criteria were stressed by the public: clear identification of the issues to be examined and flexibility of the planning process.

Two criteria were identified in the information resources category as being important to the achievement of objectives. They were the accessibility of information, and the reduction of technical material into an easily understood format (Table 7:10). Other groups included in this study considered these two criteria important. Extensive media coverage was considered to be of medium importance.

The public was not persuaded of the importance of public criteria in the achievement of objectives. There was a wide range of responses reported for all six criteria (Table 7:11). Only two are worth noting: maximum possible contact obtained and the degree of representation of groups.

In the last set of criteria reviewed, members of the public considered the extent to which they believed that the decision had not already been made to be of maximum importance. Respondents stressed the importance for all groups to have the ability to affect the decision-making process (Table 7:12). Explanation of the decision-making process and sensitivity of administrators to local issues were not considered to be as important as the previously mentioned criteria.

TABLE 7:8

PERFORMANCE EFFECTIVENESS

Public	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Expertise of Planners/ADMINISTRATORS			1	4	6
Efficient Performance of Agency Responsibilities			1	10	2
Ability of All Groups to Reach Consensus	2	1	7	2	1
Ongoing Continuous Feedback by Administrators		1	1	6	5
Ongoing Continuous Feedback by Other Participants		1	2	6	4

TABLE 7:9

PROCESS

Public	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Clear Identification of the Issues to be Examined			2	4	8
Two-way Exchange of Information				7	6
Flexibility of the Planning Process		1	1	7	5
Initial Agreement on the Objectives	1	2	2	4	5
Agreement on the Roles of Participants	1	1	3	5	4
Variety of Participation Techniques		2	3	7	1

TABLE 7:10

INFORMATION RESOURCES

Public	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Accessibility of Information				6	7
Reduction of Technical Material Into Easily Understood Format			1	6	7
Extensive Media Coverage		2	7	2	1
Physical Structure and Setting for Meetings		1	2	6	3

TABLE 7:11

Public	PRODUCT				
	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
High Number of Suggestions	1	2	3	4	3
Number of Written Submissions	1	2	6	3	
Quality of Suggestions	1	1	3	5	2
Scale of Attendance		3	3	5	2
Maximum Possible Contact Obtained		1	3	4	5
Degree of Representation of Groups	1		3	4	5

Throughout the interview process, several criteria were consistently emphasized by this group. There appeared to be a great deal of conviction by the public regarding the following criteria:

1. efficient performance of agency responsibilities;
2. two-way exchange of information;
3. accessibility of information;
4. extent to which the public believes the decision has not already been made; and
5. ability of public and interest groups to affect the decision-making process.

The public demands efficiency within government, but at the same time is expressing its desire to share in the decision making process. The public has stressed, in this instance, that accessibility to information and a dialogue is critical to its involvement in programs such as the one investigated in the study.

Of the seventeen individuals who responded to Question 8, twelve believed the public participation program to be unsuccessful (Table 7:13). The five remaining respondents considered the program to be quite successful.

TABLE 7:12

ACCOUNTABILITY

Public	No Imp	Slight Imp	Med Imp	High Imp	Max Imp
Extent to Which the Public Feels the Decision has not already been made				5	8
Explanation of the Decision Making Process			3	3	7
Protection of Citizen Rights		2	3	2	6
Sensitivity of Administrators to Local Issues		1	2	4	6
Ability of Groups to Affect the Decision Making Process				9	4

Responses to this question reflect a degree of dissatisfaction with the public participation program. Some of the reasons offered to substantiate this reaction were: a representative cross-section of the public was not in attendance at the public meetings; there was not enough opportunity for participants to provide input; there was an inability on the public's part to affect the decision-making process; and the program failed to contribute to the planning effort. For many of the public involved, the public participation program was considered to be a frustrating experience and for some a "total waste of time".

TABLE 7:13

SUCCESS OR FAILURE OF THE PUBLIC PARTICIPATION PROGRAM

Completely Unsuccessful	2
Fairly Unsuccessful	10
Quite Successful	5
Highly Successful	-

VIII. ISSUES IN PUBLIC PARTICIPATION

As stated earlier in this study, the extent to which the public participation program used by the City of Edmonton Parks and Recreation Department in preparation of the 1979-83 Master Plan was viewed as a success would vary according to the perceptions of those involved. It was expected that different parties would vary in their perceptions of the program objectives.

Chapters Four through Seven reported the results of the study, each chapter focussing on one of the four groups involved, namely: aldermen; Advisory Board members; staff members; and the public-at-large. Each chapter offered an interpretive view of public participation based on the responses given during the interviews.

This chapter identifies and examines the issues which became apparent during the course of the interviews. A comparative perspective highlights those items on which the four groups agreed, and those which were a source of conflict or disagreement.

A. ITEMS OF AGREEMENT

Purpose of the Program: Testing the Waters

Respondents in all four groups were clear in stating their views as to the purpose of the public participation program. The primary purpose of the program was to provide information about the Master Plan and test the reaction of the public to proposed policies. One staff member claimed "the plan had to have community input, blessing, and understanding."

Original terms of reference for the Master Plan did not incorporate a public participation program. The program was an afterthought; and the public meetings were initiated at the request of the Advisory Board which was relayed to the Master Planning Team via the Department's General Manager. At the time of the public meetings, a rough draft of the plan had been prepared.

The public believed they attended the public meetings to hear what the direction of Parks and Recreation would be for the next five years. One individual interviewed explained: "The public meetings were used (by city staff) to justify their position." Although city staff claimed they were seeking communitiy input, the public believed that their input would be inconsequential to the development of the Master Plan. One participant interviewed claimed: "If you didn't say what they wanted to hear, it had no impact."

Kure (1978, p. 89), in his review of the hearings of the Flow Augmentation of the Red Deer River, noted that the terms of reference must be broad based if a program intends to encompass a wide range of opinions. In the case of the Red Deer River, terms of reference were so narrowed to the extent that the government had already decided the best course of action. Hearings became an adversarial exercise as farmers attempted to reverse the decision. Kure (1978, p. 89) argues that the hearings should have been an information exchange on the best system of river management.

Wolfe (1978, p. 363) also noted in her review of the Planning Process in Huron County, that participants dissatisfied with the County's public participation program were concerned that their input would be overlooked. This assumption possibly precludes others from the participation process; those who believe they are helpless at influencing decision makers.

Involve Citizens Earlier in the Process

The public, staff and Advisory Board members indicated that the public should be involved earlier in the planning process. This view was generally expressed in response to the question; "what should have been the purpose of the program?" In this case, the public was involved too late in the process to make a significant impact on the Master Plan. Shalinsky's (1978, p. 382) evaluation of the Kitchener Market Fight concluded that the public should have been involved earlier in the decision-making process. O'Riordan (1976, p. 194) states:

> Key individuals in the community should be identified and contacted at the beginning of the study to aid in definition of study scope and objectives. This early involvement reduces public skepticism of planners and also makes the study more relevant to community needs.

Public Meetings Not Representative

Representativeness was a concern expressed by all four groups. Meetings, and hearings in particular, draw the vocal minority. One alderman identified the professional citizen as "someone who goes to public meetings and speaks out on a public issue for self-serving interests . . . usually he is an aspiring politician." Another stressed "the motivations of interest groups are very narrow." White (1978, p. 282) claimed that public hearings are a very poor format for obtaining information where only a small number of people speak, yet give the impression they are speaking for the majority.

The most important consideration is perhaps the recognition that there is no single best interest, but a wide and diverse number of public interests. Public participation program designs must consider a variety of mechanisms to obtain input and develop techniques for testing the representativeness of opinions expressed by lobby groups.

The elected officials seemed to fear the power of elite interest groups more so than any other group interviewed in this study. The reason is obvious. Elected officials as decision-makers, are the target of these pressure groups. One Advisory Board member spoke of the problem with interest groups and vocal individuals and wondered "How do you get a truthful reaction in public participation programs?"

Inappropriate Techniques

One area of consensus among the four groups was discovered in review of the weaknesses of the program. Members of all four groups believed that the City's public participation techniques were inappropriate for this case. Advisory Board members and the public emphasized that public participation needs to contact people at the appropriate interest level. In this case, the study was conducted at the city level, whereas it should have been conducted at the neighborhood level. The Okanagan Basin Study effectively utilized six citizen task forces as part of the public involvement program. The task forces included no more than 75 citizens, but when backed up by other techniques, this resulted in effective citizen participation (O'Riordan:1976, p. 183).

The success of the Berger inquiry is in part attributed to the techniques selected. The formality of the public hearing process was disregarded and participants were encouraged to tell Justice Berger "what they wished, in their own time, language, and fashion, in their own communities among familiar faces" (Beakhurst:1978, p. 315).

The Parks and Recreation Department held one public meeting in each of the five Recreation Districts. This decentralized approach was convenient and served the City's need, fitting neatly into its administrative design. Unfortunately, the public's concerns were focussed at a much smaller area, the immediate neighborhood. Program design should allow for citizens' to 'contribute' at a meaningful familiar level and acknowledge that participants will become involved at different stages of a program according to what is best suited to fit their personal demands and capabilities.

Parks and Recreation Department staff believed that the techniques were inappropriate but for a different reason than the one previously mentioned. One staff member admitted a lack of awareness in the design of public participation programs. "Nobody knows exactly how to work with the public." Other staff members repeatedly mentioned that they would have preferred to aproach the public with a series of alternatives as opposed to the two policy issues which the staff identified as being the best courses of action. One example of how limiting the concepts presented to the public can be is the Lake Louise hearings. One reason those hearings failed was that only the major concept was presented to the public, without alternatives (Herrero: 1978, p. 260).

The Department staff identified the time constraint as the main factor inhibiting the development of a more appropriate public participation program. One staff member admitted that "public participation was an after-thought, built into the Master Planning process after the fact." Beakhurst (1978, p. 320) and O'Riordan (1976, p. 194) both documented that success in review of their cases was partly due to the fact that time was not a critical factor.

Inadequate Advertising

"We couldn't do an effective job with one one week's notice to community groups" was a comment made by a staff member. Many of the respondents believed inadequate advertising to be one of the factors contributing to the low attendance at the public meetings. Again, timing was a critical problem, as insufficient lead time prevented a thorough advertising campaign, thereby not allowing time to build public interest in the Master Plan. The advertising did not clearly state why there would be public meetings. One citizen who attended a meeting was under the impression that she would be able to voice her concern about the closing of a park to recreational vehicles. Unfortunately, she discovered that the Parks and Recreation staff members present were not prepared to discuss this particular concern.

Lotz (1978, p. 56) noted that "more citizen participation projects come apart because of poor organization than for any other cause." In this case, the time factor had a negative effect on the design of and the participation in, the program.

Public Meetings Not Well Attended

All four groups expressed disappointment over what they considered to be poor attendance at the public meetings. Aldermen, in particuar, spoke of apathy and disinterest. One alderman explained that "a facilitator role is required in citizen participation. We must deliberately facilitate interest among the public." A staff member explained that the Master Plan was really a non-issue, not controversial enough to draw the public's attention.

Apathy and disinterest may be attributed to the public's feelings of powerlessness as individuals to influence the decision-makers (Koenig:1975, p. 474). Head (1971, p. 19) notes that this was the case in the Don District Study. Some aldermen criticized citizens in general for their lack of interest in government affairs. The issue of non-participation is bound within traditional, political, social, and economic order (Sadler:1978, p. 6) and beyond the capacity of local government to change. Others argue that mass participation is not workable.

Continuous Feedback in Public Participation

All four groups agreed there is a need for ongoing and continuous feedback by administrators and participants. Participants, in particular, need to know how their input has been handled and whether or not their information has been incorporated into the plan. Failure to follow through and provide feedback can often result in disheartened and resentful participants, believing that their concerns have been expressed in vain. Sinclair (1978, p. 328) noted that lack of feedback combined with other factors in the International Joint Commission's Public Hearings on the Great Lakes resulted in the ineffectiveness of the public hearings as a technique. In the Riding Mountain Case, (Hoole:1978, p. 246) public input was traceable and citizens could readily evaluate if their information had been considered in plan preparation.

Clear Identification of the Issues to be Examined

A critical element in determining the success of any public participation program is to assess whether the issues involved have been clearly identified. If the nature and the implications of key issues are withheld from citizens, it is unlikely they will contribute much to the decision process (Lucas:1978).

One individual interviewed commented, "We fail at the outset because we either make a decision on the issues or the process before we go to the public." In this case, Parks and Recreation Department staff had identified the issues prior to the public meetings. Individuals in attendance at the meetings were unaware of the issues and not prepared to discuss them.

It was totally unreasonable to expect the public to comment on the two proposed policies without any prior knowledge or background information. It is ironic to note that Parks and Recreation Department officials asked the public, if the policies were not acceptable, to suggest alternatives. The Department had spent several months formulating these two directions and then asked the public to formulate two alternatives in forty-five minutes or less.

"We might as well not even hold discussion if we don't agree on the idea (issue). I think we do that quite often when we go out to the public" was one Advisory Board member's way of emphasizing the importance of clear identification of the issues at the outset of a public participation program.

Two-Way Exchange of Information

All four groups considered a two-way exchange of information to be an important component in the design of any public participation program. However, the public was critical of the Parks and Recreation Department for not facilitating this two-way flow of information. Insufficient lead time, and a lack of information on the issues to be discussed made a two-way exchange of information a next to impossible task.

Accessibility of Information

According to many individuals in attendance at the public meetings, the information was insufficient to expect citizens to make well-informed decisions. Effective public participation requires an active and well-informed public. If full information is not available on issues under consideration, opportunities or even rights become meaningless (Lucas:1978). The discretionary powers awarded to officials in Canadian government limits public access to information (Sadler:1978,

p. 6). In the Village Lake Louise Hearings (Herrero:1978) and in the Kitchener Market Fight (Shalinsky:1977, p. 382), lack of information accessible to resource groups inhibited the participation process.

Maximum Possible Contact

The four groups emphasized that every effort must be made to contact and seek input in a pubic participation program. This may require a combination of participation techniques to ensure achievement of this objective. The successful Saint John 1986 experiment (D'Amore:1977, p. 103) was attributed in part to involvement of many audiences through many different vehicles.

Accountability

Accountability factors are paramount to the achievement of objectives. It is important that the public believes that there is a real opportunity for involvement, and that a public participation program is not a token effort employed by the agency or undertaken with the sole purpose of improving an image. Case studies are rife with examples of agencies attempting to 'sell a decision' to the public (Robbins:1978, p. 25; Hoole;1978, p. 239; Shalinsky:1978, p. 380).

Secondly, it is essential that citizens understand how the decision-making process works and how their input will be reflected in this process. This concern has also been well identified in other case studies (Kure:1978 p. 90; Wilson and Laurence:1978, p. 162; Hoole;1978, p. 246; Sloan:1978, p. 268).

Third, administrators must demonstrate a sensitivity to local issues. Administrators must be prepared to respond to local issues as they are identified in a public participation program. "They asked for complaints but didn't react to them" was one comment made. Another sensed a lack of sincerity on the City's part in the conduct of the public participation program. "I know in our small groups if you said something that coincided with the goals of the larger group (Department) it automatically got put down. If you came up with something else, you seemed to be ignored."

B. ITEMS OF CONFLICT OR DISAGREEMENT

Average Citizen Not Capable of Participating in Complex Decision-Making Processes

The aldermen, with the exception of one or two individuals, believed that the average citizen was not capable of participating in a decision-making process because of his lack of knowledge and awareness. One alderman supported this by stating; "I am absolutely appalled at the number of people who are ignorant of the local government process and the limitations." His other comment supported the position of elected officials as decision-makers. "It is wrong to expect the average citizen to be involved . . . that's why the average citizen voted for a council member." Aldermen also fear that public participation will choke the decision-making process. It is argued, however, that when the public mistrust of the political structure and politicians is high, there will be an increased demand for participation. "As long as individuals trust the decision-maker to act in their best interest, they will feel little need to participate " (Hoole: 1978, p. 252).

Council members viewed themselves as being in an adversary role with the administration. They also stressed the different views between the public and administration. They argued that the city's present position on public participation has created a set of unrealistic expectations with the public. One alderman suggested that citizen participation is "a political euphemism for really fooling the public".

Outcome

Staff members, aldermen, and to a lesser extent Advisory Board members, considered the public participation program to be successful, while the public viewed it as an unsuccessful venture. Staff and Advisory Board members claimed the program was a success because it represented a good first attempt in public participation. Staff members were also pleased with the Master Plan's swift approval by Council. Sewell's (1978) review and evaluation of Canadian experience in public participation revealed that

> Agency representatives tended to measure success in terms of the extent to which a plan was accepted by those involved in the program or whether the image of the agency had improved . . ."

In the Riding Mountain case, the extent to which an acceptable plan was produced by a given deadline was one criterion used to measure success (Hoole; 1978, p. 250). Wolfe (1978, p. 363) revealed similar findings in her review of the Planning Process in Huron County. The planner's main concern was with the achievement of the implicit objective of successfully developing a plan and imlementing it.

Two-Way Exchange of Information

Although the four groups stressed the importance of this criterion in achieving the objectives of any participation program, Department staff and the public differed in their perceptions of the extent to which this was evident in the city's program. Staff members indicated that a two-way exchange of information was evident. However, the public complained bitterly that its input was ignored.

Achievement of Specific Objectives

City staff members believed that they had been quite successful in achieving the specific objectives of the program. The specific objectives they identified were: to stimulate community interest; to obtain additional or local information; to improve the agency image; and to obtain public support for the Master Plan. The public agreed, but justified its opinions by stating that the specific objectives had been determined by city administration, and did not include citizens in the setting of goals and objectives. Wolfe (1978, p. 364) noted that some citizens recognized a discrepancy between what should have been the Workshop objective input and what was the Workshop objective, co-option.

Members of the public group appeared well aware of discrepancies in this case. The public suggested that the agency image was not improved, that in fact it actually deteriorated. "They (the City) were out to sell the idea of neighborhood parks and they didn't." claimed one of the respondents.

Flexibility of the Planning Process

Members of the public criticized the program for its lack of flexibility. The pubic meetings were highly structured, with no opportunity to discuss the issues other than the two presented to the public by staff of the Department of Parks and Recreation. Staff members had believed that the process they designed was quite flexible. Hodge's (1978, p. 345) review of three cases in Eastern Ontario cited that agencies considered the relatively small number and highly structured nature of opportunities for direct citizen input to be one of the shortfalls in participation. Shalinsky (1978, p. 381) also outlined the importance of flexibility stating that "the City's (Kitchener) attitude was clearly inflexible in that it was selling a position."

Ability of Groups to Affect the Decision-Making Process

Staff members indicated that groups were able to influence the decision-making process; the public in attendance at the public meetings believed otherwise. They were adamant in their view that the City had no intention of altering or adjusting its position. Staff members who handled the information on a daily basis were more likely to see subtle influences of public input. In addition, the public criticized the program for its lack of feedback. It was impossible for the public to determine what effect its input had had, because of a lack of information and follow-through by city administrators.

Extent to Which the Public Believes the Decision has Not Already Been Made

The public interviewed in this study was overwhelmingly convinced that the administration had already decided a course of action before consulting with the public. One individual labelled the program;

> "A crass manipulation . . . they knew the outcome before it started . . . so I think they were trying to have a show of citizen participation

> and engineer the meeting in such a way that the public had absolutely no chance of input.

In his review of the Cluff Lake hearings, Roman (1978) argues:

> "If those who organize hearings are encouraging pubic participation do nothing to provide environmentalists with the resources to participate effectively, what we have is a crass public deception."

Parks and Recreation Department staff members for the most part were unaware that the public viewed the program as deceptive. Staff members indicated that no prior decisions had been made with respect to the Master Plan.

Was the Department intentionally deceptive? The evidence suggests that staff members really believed they had designed a flexible and open process. The public's perception of the exercise, however, was totally opposed to this view.

C. EVALUATION OF PUBLIC PARTICIPATION PROGRAMS

Program evaluation is conducted for the purpose of determining the impact on affected groups, the relative success of the program, and methods for program improvement. Participants' views on the success of the program varied significantly across the groups interviewed in this study.

An objective evaluation recognizes and acknowledges the biases held by all involved. Objective evaluation seeks to overcome these biases, to "determine the legitimacy of a participation program, and provide a learning framework where we can improve the process and learn to avoid mistakes" (Homenuck, Durlak, and Morgenstern: 1978).

IX. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

A. Summary

Despite a trend towards an increased number of public involvement programs in recreation planning, there has been little effort devoted to the important task of evaluating pubic participation programs (Homenuck, Durlak, and Morgenstern:1978). Much of the activity has focussed on the development of models and techniques for involving people in public participation programs.

One of the inherent difficulties in evaluating public participation is recognition and acknowledgement of the myriad of perceptions of the involvement process held by the various participants. This study was conducted based on the assumption that the success of the participation program used by the City of Edmonton Parks and Recreation Department, in preparation of the 1979-83 Master Plan, would have varied according to the perceptions of the major parties involved.

It was expected that the different parties would have varied in their perceptions of the program objectives. The study also attempted to identify criteria that each group implicitly or explicitly employed in the public participation program to evaluate the impacts of the process upon decision-making. Six specific objectives were addressed in the study:

1. to identify the major groups involved in this public participation process;
2. to determine what each group perceived to be the objectives of this process;
3. to identify criteria each group perceived as being necessary to achieve the objectives of any public participation process;
4. to identify the extent to which each group perceived the objectives of the process were met;
5. to establish what criteria each group used to support its views regarding the achievement of the objectives; and
6. to compare each group's suggested (ideal) criteria for any case (objective

3 above) with those actually employed (objective 5 above.)

The study identified five groups involved in the public participation program. They were: aldermen, city parks and recreation staff members, parks and recreation Advisory Board members, public interest groups, and the public-at-large. Four of the five groups were included in this study. Excluded from the study were representatives from public interest groups.

Participants' perceptions of the objectives of involvement varied significantly among the four groups. Aldermen viewed the objective of the program to be the collection of information; Advisory Board and Department staff members viewed the program objectives as a testing of reaction to proposed policies; the public, in contrast, viewed the purpose to be the provision of information by city officials. Although each group may or may not perceive other groups to be discreptive and insincere, it is likely that each group is functioning under different personal, political, economic, or organizational constraints.

The study identified criteria each group would employ in evaluating any public participation program (Figure 3). Quantitative measures were frequently identified by each group. It was suggested that these measures were readily identified because traditionally, evaluations have been based on quantitative values. More obscure measures, such as educational growth or implementations of ideas, are difficult to assess because of their subjective nature.

Objective four was reached as each group identified the extent to which it believed the objectives had been met in the City of Edmonton program. In this case, Aldermen, Advisory Board members, and Department staff members believed that the objectives were successfully achieved. The public believed that the objective to gain support for the Master Plan was achieved, but qualified this view by noting that "It was successful by the City's objectives", implying disagreement on the goals and objectives of the program.

Objective five was met as respondents provided reasons for supporting their opinion on the success or failure of the program. Staff members assessed the success of the program based on performance within time constraints.

FIGURE 3

EVALUTATION CRITERIA FOR PUBLIC PARTICIPATION

Aldermen

- Number of Participants
- Degree of Representation
- Ability of all Groups to Reach Consensus
- Opportunity to Express Views

Staff

- Number of Participants
- Degree of Representation
- Implementation of Ideas
- Time Factors
- Ability of Groups to Affect Decision-Making
- Follow-through

Advisory Board

- Number of Participants
- Degree of Representation
- Accessibility of Information
- Implementation of Ideas
- Degree of Change
- Ability of Groups to Reach Consensus

Public

- Number of Participants
- Degree of Representation
- Implementation of Ideas
- Ability of Groups to Affect Decision-Making
- Follow-through

Advisory Board members who considered the program successful, indicated that the process provided a learning experience. Advisory Board members who considered the program unsuccessful, however, viewed it as inadequate. Aldermen were inclined to view the program as being successful because they believed all other participants (staff, Advisory Board, and citizens) were content. Aldermen who were inclined to express disappointment stated that there was not enough attendance to consider the program a success. The public perceived the program to be unsuccessful for three main reasons: the perceived inability of the public to affect the decision-making process; insufficient feedback and follow-through; and the lack of clear definition of the public's role.

The divergent views on the outcome of the program and the justifications offered in support of these views reinforce the argument that "unless participation objectives are clear to all those involved in the participation, assessments of the effectiveness of the participation will be suspect" (Rosener: 1978).

The final objective, comparing actual criteria employed to assess the program with the ideal criteria, was achieved. Among three of the four groups, criteria employed to assess any public participation program matched the criteria actually employed in assessing the City of Edmonton's case. The exception was the Advisory Board members, who measured the outcome of the program by the learning experience it provided. In assessing any program, however, they favoured an assessment which analyzed such factors as the number of participants, degree of representation, accessibility of information and the implementation of ideas.

Conclusions

The conclusions offered in this study are specific to the case examined. The information generated by the study is insufficient to allow generalizations to be made about the public participation process per se or the evaluation of such processes. The 'one shot' case study design, where observations and measurements are made after the program, is weak in terms of reliability and validity in research. This is because there are no baseline data and no control group (Rossi, et al: 1972).

Conclusions reached by the study are:

1. A public participation program was not included in the original terms of reference for the Master Plan.
2. Time constraints were the major factors which hindered development of a more comprehensive public participation program.
3. Staff members lacked experience in the design and implementation of public participation programs.
4. The main objective, or goal, of the Parks and Recreation Department was to test the public reaction to proposed policies.
5. The public in attendance at public meetings considered the public participation program a failure.
6. Staff members and aldermen considered the public participation program a success.
7. Advisory Board members were divided in their assessment of the success of the public participation program.
8. The public believed that the public participation program had no impact on the decision-making process.
9. There is insufficient evidence to definitively link criteria used in assessing the effectiveness of this public participation program to any particular participant group.
10. Participants varied in their perceptions of the purpose and objectives of the public participation program.
11. The public participation program was effective in terms of the stipulated goals.
12. The program was ineffective in terms of process.

When compared with the Arnstein model of participation (Figure 1, p. 13), the City program exhibited characteristics suggesting token levels of participation. By absence of design, the program resulted in almost a one-way flow of information. Although the public meetings were intended to be two-way, the Parks and Recreation staff appeared to discourage questions or suggestions not perceived by them as being directly relevant to the issues they were presenting. The fact that questions seemed irrelevant can be attributed to the ignorance and lack of information resulting from inadequate preparation time.

The use of a survey, requests for written briefs, and discussions with the Advisory Board suggests that a limited form of consultation took place, but it has been impossible to assess the impact of these mechanisms on the total development of the plan.

The Burke model (see page 14) is agency oriented and presents five strategies for citizen participation. The strategy employed by the City most closely fits the strategy labelled Cooptation. This practice attempts to involve citizens in an organization in order to avert negative reaction to organizational goals.

> "Citizens are not seen as a means to achieve better planning goals nor are they seen as partners in assisting an organization achieving its goal; rather they are viewed as potential elements of obstruction or frustration whose cooperation are found necessary."
>
> Burke;1968, p. 291

The Advisory Board represents what Burke refers to as formal cooptation. Membership on the Board is based in part on notions of "community leadership". It is anticipated that such membership brings credibility and legitimacy to the organization. The group is usually in general agreement with the host agency. Advisory Board bylaws restrict the powers of the Board to an advisory role. However, there is opportunity for the Board to influence policy decisions. This is thought to be the case when the Board halted approval of the Master Plan draft, recommending further public involvement. This represented a successful attempt to influence decision-makers.

Cooptation is not to be considered as deliberately deceitful. The formation of an Advisory Board with a mixed composition from community organizations, provides a forum for interagency cooperation. It also serves to increase the awareness and understanding of organizational problems.

The style of participation taking place in the City of Edmonton Parks and Recreation Department also closely reflects Benwell's Models A and B (see Figure 4). The participation style in Model A is statutory informing, with the key indicators being the dissemination of information, consultation on the draft, and little analysis of feedback. The participation which takes place is merely the preformance of an obligation. For the Parks and Recreation Department, the

FIGURE 4

BENWELL'S MODELS OF PARTICIPATION

Participation Style	Key Indicators	The Participation Activity	Associated Role Structure
Model A Statutory Informing	Emphasis on Information Emission. Consultation at Draft Written Statement as Main Activity. Little Analysis of Feed back.	Public Participation as the Performance of Statutory Obligations	The Planner as an Emitter of Information about Decisions Which are to be Taken.
Model B Choice Validations	Much use of 'Educative' Information Emission Generally Directed Informing Procedures. Emphasis on Choice Between Strategies.	Public Participation as an Educative Voting Procedure	The Planner Informs and Educates the Public about Decisions Which have to be Taken and Invites the Public to 'Assist' in Making Choices
Model C Incremental Interaction	Use of Techniques likely to Result in Multiple Feedback of a Discursive Nature. Close Coordination of the Informing and Interactive Activities Relative Absence of Clear-Cut Phasing n Program.	Public Participation as the Reduction of Distance Between Planner and Public Within the Decision Process	The Planner as an Agent of Participatory Democracy and More Open Government with a Responsibility to Discover What People's Goals and Wishes are.
Model D Systematic Public Involvement	Survey Format the Usual Method for Eliciting Response. Multiphase Programs. Concern for Representation Often in the Approach to the Public if not, then in the Analysis.	Participation as an aid to Sytematic Public Decision-Making	The Planner as an Efficient and Systematic Manager and Analyst. (Plus Possible Influences of Model C Role Structure).

anticipated result of conducting a public participation program was support of the draft Master Plan by Council. The role structure identifies the planner as the emitter of the decisions about to be made.

The program exhibits some characteristics of the choice validation model (Benwell's model B). The public was presented with two proposed policy directions and was offered the following choice: "If these directions are not satisfactory, provide us with the alternative directions." This study has focussed on the perception of what actually happened in the program and in no way has it attempted to assess the program on 'what it purported to do.' The analysis conducted in this study suggests the process designed and implemented by the City of Edmonton Parks and Recreation Department reflects, more so than compared to any other models, what Benwell (1980) refers to as "an early learning phase at which many authorities were unaware of the full set of possible activities they might engage in."

A note of caution is essential at this point. Public participation programs do not fit neatly into any given model or strategy of participation; nor should they. Public participation programs should exhibit many different levels or strategies if they are to be successful. Successful programs such as the Riding Mountain Case (Hoole:1978, pp. 239-253) acknowledged the importance of information exchange, education, consultation, and continuity. Participants were prepared for their involvement, understood their role, and their input was visibly traceable in the plan. The Saint John experiment (D'Amore:1978, pp. 99-114) successfully included many levels of participation. The project, D'Amore (1978, p. 102) states, "attempted to generate participation in a spirit of mutual trust, adaptation, and open cooperation." The process included information and awareness levels, consultation, interaction and dialogue, and systematic involvement.

In retrospect, an attempt should have been made to include interviews with interest groups. Public interest groups are a major contributing force in most public participation programs and their potential for impact in the decision making process cannot be ignored.

Recommendations for Further Research

The following recommendations are for further research in the evaluation of public participation programs.

1. Evaluation research, whenever possible, should be conducted while the pubic participation program is operating. This would assist in reducing biases which occur in after-the-fact evaluation.
2. If public participation programs suffer from a lack of awareness on the part of the designers of such programs, a long term case study approach might assess the learning experience and its effect on the design and conduct of public participation programs.
3. This study should not be replicated in full as the interviews were lengthy and often fatiguing for respondents. The relative importance of criteria for evaluating pubic participation may have been assessed through a self-administered questionnaire.
4. A participant's image of the agency prior to involvement may adversely affect his or her outcome of a program. A pre-program assessment of a participant's image of the agency may assist in eliminating some biases on the outcome of the program.
5. More evaluation research is warranted in order to identify valid indicators of the success of the program.

Recommendations for the City of Edmonton Parks and Recreation Department

1. Department officials should obtain from City Council what Council perceives to be the meaning of public participation and their perceived role for public involvement in city planning processes.
2. In all further planning endeavors, public participation should be included as a component of the planning process.
3. The Department should consider staff development programs to increase awareness of the design and implementation of public participation programs.
4. The Department should consider information and educational programs which will assist citizens in their efforts to contribute to the decision-making process.

Evaluation research in public participation serves to expose the hidden agendas and biases. It does not purport to eliminate subjectivity, but, rather, to acknowledge it and to correct as much as possible (Rosener:1978). It serves to reveal ambiguities which may protect public administrators from citizens who increasingly demand accountability. Evaluation research in public participation endeavors to uncover the consequences and short-comings of public participation, and highlight the positive aspects for the benefit of all participants in this multi-dimensional experience. Continued efforts to improve the art of evaluation will assist in increasing the credibility of evaluation research with decision-makers.

BIBLIOGRAPHY

Anderson, D. "Government and the Environment: A Need for Public Participation" *University of British Columbia Law Review*, 6, No. 1 (1971), 111-14.

Arnstein, Sherry "A Ladder of Citizen Participation", *Journal of the American Institute of Planners*, 35, 4, (1969), 216-219.

Austin, David M. "Resident Participation Political Mobilization or Organizational Co-optation?" *Public Administration Review*, 32, (special issue), 1972, p. 409.

Axworthy, Lloyd "Planning and Participation" *Future Cities Series*, ed. Lloyd Axworthy The Citizen and Neighborhood Renewal. Winnipeg: University of Winnipeg, Institute of Urban Studies, 3, (1972), 8-42.

Babbie, E.R. *The Practice of Social Research* California: Wadsworth, 1975.

Beakhurst, Grahame "The Berger Inquiry" *Involvement and Environment*, ed. B. Sadler, Edmonton: Alberta Environment Council of Alberta, vol. 2, (1979): 312-320.

Benwell, Mary Public Participation in Planning - A Research Report *Long Range Planning*, Vol. 13, No. 4, (1980), pp. 71-79.

Booher, David E. "A Theory of Participatory Planning" unpublished Masters Thesis, University of Tennessee, 1974.

Boothman, H. "Managing and Manipulating Public Participation" *Recreation Canada*, 34, 1, (1976), 24-28.

Bregha, Francis J. *Public Participation in Planning, Policy and Programme*, Ontario Minisrtry of Community Development Branch, Community Services Division, n.d.

Bregha, Francis J. "Further Directions for Public Participation in Canada" *Involvement and Environment* Proceedings of the Canadian Conference on Public Participation ed. Barry Sadler. Environment Council of Alberta, 1, (1978), 120-127.

Buckmaster, M.R. and H.A. Buckmaster "Fish Creek and Nose Hill Parks . . . A Case Study in Contrasting Forms of Public Participation" *Involvement and Environment*, Proceedings of the Canadian Conference on Public Participation, ed. Barry Sadler, Environment Council of Alberta, 2, (1979), 144-157.

Bureau of Municipal Research, "Citizen Participation in Metro Toronto: Climate for Cooperation?", *Civic Affairs Bulletin*, n.p. (1975).

Burke, E.M., "Citizen Pariticipation Strategies" *Journal of the American Institute of Planners*, 34, 6, (1968), 287-294.

Burch, William "Who Pariticpates: A Sociological Interpretation of Natural Resource Decisions" *Natural Resources Journal*, 16, No. 1, (1976), 41-54.

Burton, T.L. and Gordon E. Cherry *Social Research Techniques for Planners* London: George Allen 1970.

Burton, T.L. and A. Wildgoose, *Public Participation: A General Bibliography and*

Annotated Review of the Canadian Experience, Alberta Environment Conservation Authority, 1977.

Canada: Ministry of Indian and Northern Affairs. Territorial Lands Act RSC. 1970.

Canada: Ministry of Indian and Northern Affairs. Northern Inland Water Act RSC. 1971.

Canada: Ministry of the Environment. Canada Water Assistance Act. RSC 1970.

Canada: Ministry of Indian and Northern Affairs. *Lake Louise Hearing Report*, Queen's Printer, 1974.

Canada: Ministry of Indian and Northern Affairs. *North of 60 Mackenzie Valley Pipeline Inquiry* Summaries of Proceedings vol. 6, Ottawa: Queens Printer, 1977.

Canada: Task Force on Government Information, *To Know and Be Known*, The Report of the Task Force on Government Information, Ottawa: Queen's Printer, 1969.

Canadian Council of Resource and Environment Ministers Task Force, *Citizen Participation*, Montreal, Quebec, 1972.

Chatman, Linwood and David M. Jackson. "Citizen Participation–An Exercise in Futility" *Public Administration Review*, 32, 3, (1972), 199-201.

Christiansen, Ruffman, Linda and Barry Stuart Actors and Processes in Citizen Participation Strategies: Negative Aspects of Reliance on Professionals, *Involvement and Environment*, Proceedings of the Canadian Conference on Public Participation, ed. Barry Sadler, Environment Council of Alberta, 1, (1978), 77-101.

Cartwright, Margery M. Citizen Participation in Neighborhood Planning: A Citizen's Perspective" *Involvement and Environment*, Proceedings of the Canadian Conference on Public Participation, ed. Barry Sadler, Environment Council of Alberta, 2, 1979, 396-404.

City of Edmonton, Bylaw 2202.

City of Edmonton, Bylaw 4985.

City of Edmonton, *A Report on Active and Passive Recreation Park and Open Space Facilities Within the City of Edmonton with Recommendations and Future Needs*, 1955.

City of Edmonton, *General Plan*, 1972.

Clague, Michael "Citizen Participation in the Legislative Process" in *Citizen Participation: Canada*, ed. James A. Draper Toronto: New Press (1971) 30-45.

Clark, Roger N. and George H. Stankey. "Analyzing Public Input to Resource Decisions. Criteria, Principles and Case Examples ofthe Codinvolve System" *Natural Resources* Journal, 16, 1, 1976, 213-236.

Connor, D.M. "Constructive Citizen Participation" *Community Planning Review*, 22, No. 1, (1972), 19-20.

Connor, Desmond M. "Design and Implementation of Public Participation Programs" *Public Participation in Environmental Decision Making: Strategies for Change*, Proceedings of a National Workshop, ed. Barry Sadler, Environment

Council of Alberta, (1980) 39-57.

Connor, Desmond M. "From Partisans to Partners". *Community Planning Review*, 22, 1, (1972), 15-16.

Connor, Desmond M. "Models and Techniques of Citizen Participation" *Involvement and Environment*, Proceedings of the Canadian Conference on Public Participation, ed. Barry Sadler, Vol. 1 (1978), 58-73.

Damer, Sean and Cliff Hague. "Public Participation in Planning: A Review" *Town Planning Review*, Vol. 42, (1971) 217-231.

D'Amore, Louis J. "Saint John 1986: An Experiment in Anticipatory Democracy" *Involvement and Environment*, Proceedings of the Canadian Conference on Public Participation, ed. Barry Sadler, Environment Council of Alberta, 2, (1979), 99-111.

Davidoff, Paul. "Advocacy and Pluralism in Planning" *Journal of the American Institute of Planners*, 31, (1965), 331-338.

Dean, L. "Two Approaches to Citizen Participation in Regional Planning" *Plan Canada*, 13, 1, (1973), 76-79.

Delbecq, A.L., Andrew H. Van de Ven, and David H. Gustafson *Group Techniques for Program Planning: A Guide to Nominal Group and Delphi Processes*, Illinois: Scott, Foresman and Company, 1975.

Deutscher, Irwin. "Toward Avoiding the Goal Trap in Evaluation Research" *The Evaluation of Social Programs, Clark C. Abt ed. Beverly Hills: Sage, (1976), 249-265.*

Draper, James A. "Evolution of Citizen Participation in Canada" Involvement and Environment, Proceedings of the Canadian Conference on Public Participation, ed. Barry Sadler, Environment Council of Alberta, Vol. 1 (1978) 26-41.

Durlak, Jerome and James Morgenstern "Teaching and Learning from Users in the Design of a New Community" Paper Presented at ERDA 9, Tuscon Arizona, April 1978.

Eger, T.K. and J.T. Johnston *Analysis and Design of Public Participation Programme Evaluation in Ontario*, Ministry of Community and Social Services, Ontario, 1974.

Elder, P.S. *Environmental Management and Public Participation* The Canadian Environmental Law Research Foundation, 1975.

Friedmann, John *Retracking America*, New York: Anchor Press, 1973.

Franson, R.T. and P.T. Burns "Environmental Rights for the Canadian Citizen: A Presscription for Reform" *Alberta Law Review*, Vol. 12, (1974), 153-171.

Farrell, G.M., et al. *Involvement*: A Saskatchewan Perspective Regina, Saskatchewan Saskatchewan Department of Environment, 1976.

Glaser, R., et al. "Public Participation in Water Resources Planning" Paper Presented to International Water Resources Assocition, UNESCO, Paris and Strasbourg, France, March 24-25, 1975.

Godgey, Geoffrey and Kraus, Richard, "Urban Recreation Decision-Makingand the Poor: Some Research Findings", *Community Development Journal*, October, 1973, Vol. XIV, pp. 155-160.

Great Britain Ministry of Housing and Local Government, *People and Planning*, (Skeffington Report) HMSO (1969).

Gold, Seymour M. "Meet the New Recreation Planning Approach" *Parks and Recreation* May 1981, 53-80.

Hallman, Howard W. "Federally Financed Citizen Participation" *Public Administration Review*, 32 (special issue) (1972), 421-427.

Hampton, W. "Research into Public Participation in Structure Planning" *Public Participation in Planning*, eds. W.R.D. Sewell and J.T. Coppock, London: John Wiley, (1977) 27-42.

Hart, David K. "Theories of Government Related to Decentralization and Citizen Participation" *Public Administration Review*, 32 (special issue), (1972) 603-621.

Head, Wilson "The Ideology and Practice of Citizen Participation" *Citizen: Participation Canada*, James A. Draper ed. New Press Toronto, (1971), 14-30.

Heberlein, Thomas A. "Some Observations on Alternative Mechanisms for Public Involvement: The Hearing, Public Opinion Poll, the Worksop, and the Quasi-Experiment" *Natural Resources Journal* 16, 1, (1976), 197-212.

Hendee, John C. Roger N. Clark and George H. Stankey "A Framework for Agency Use of Public Input in Resource Decision-Making" *Journal of Soil and Water Conservation*, Vol. 29, No. 2. (1974), 60-66.

Herbert, Adam W. "Management Under Conditions of Decentralization and Citizen Participation" *Public Administration Review*, 32, (special issue), (1972) 622-637.

Herrero, Stephen "Parks Canada and Public Participation: The Case of Village Lake Louise and Sunshine Village" *Involvement and Environment*, ed. Barry Sadler, Edmonton: Alberta Environment Council of Alberta Vol. 2 (1979), 254-265.

Hindley, C.B. "Problems of Interviewing in Obtaining Retrospective Information" *The Recall Method in Social Surveys*, eds. Louis Moss and Harvey Goldstein, University of London, Institute of Education, 100-114.

Hodge, Patricia and Gerald Hodge "Comparisons of Public Participation in Environmental Planning at Three Levels of Government in Ontario" *Involvement and Environment*, ed. Barry Sadler, Edmonton Alberta, Environment Council of Alberta, vol. 2 (1979), 340-351.

Homenuck, Peter *Public Participation Techniques*, Discussion papers for a seminar on Public Participation in Transportation Planning, Ottawa, June, 1976.

Homenuck, P., et al "Evaluation of Public Participation Programs" *Involvement and Environment*, ed. Barry Sadler, Edmonton Alberta: Environment Council of Alberta, (1978), 103-119.

Hoole, Arthur F."Public Participation in Park Planning: The Riding Mountain Case" *Involvement and Environment*, ed. Barry Sadler, Edmonton Alberta: Alberta Environment Council of Alberta, Vol. 2, (1979) 239-253.

Hulchanski, J.D. "Citizen Participation in Planning: A Look at the Metropolitan Toronto Transportation Plan Review" *Plan Canada*, Vol. 14, No. 1 (1974) 23-29.

Kennedy, Kathy "The People's Turn at Bat" Environment Views February/March 1979 n.p.

Koenig, D.J. "Additional Research on Environmental Activism" *Environment and Behavior*, 7, (1975) 472-485.

Krefetz, S. and A. Goodman "Participation for What or for Whom?" *Journal of Comparative Administration*, 5, 3, (1973) 367-381.

Kure, Elmer "Citizen Participation: The Need for Public Hearings" *Involvement and Environment*, ed. Barry Sadler, Edmonton: Alberta Environment Council of Alberta, Vol. 2, (1979) 83-90.

Kure, Elmer "The Dilemna of Public Participation" *Western Canada Outdoors*, Vol. 3, No. 3, 1979.

LaPierre, Laurier "The 1960's" *The Canadians 1867-1967*, Part One, eds. J.M.S. Careless and R. Craig Brown, Toronton: Macmillan, 1976.

Lee, T.R., et al. *Public Involvement in the Water Management Problems in the Great Lakes*, Reprint No. 193, Inland Waters Branch, Dept. of the Environment, Ottawa, 1971.

Levin, Peter "Participation - Planners Versus Public" *New Society*, 24 January (1971) 1090-1091.

Lewis, John E. "The Performance and Effectiveness of the Ontario Provincial Parks (Advisory) Council" *Involvement and Environment*, ed. Barry Sadler, Edmonton Alberta Environment Council of Alberta, Vol. 2, (1979) 225-238.

Lotz, Jim. "Community Development and Citizen Participation" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta Environment Council of Alberta, Vol. 2, (1979) 49-60.

Lotz, J. "Bridging the Gap: Modern and Traditional" *Plan Canada*, Vol. 17, No. 2, June (1977) 81-85.

Lucas, Alastair R. "Fundamental Prerequisites for Citizen Participation" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta Environment Council of Alberta, Vol. 7, 1978, 43-57.

Lucas, Alastair R. "Legal Foundations for Public Participation in Environmental Decision Making" *Natural Resources Journal*, Vol. 16, No. 1, January (1976) 73-103.

Maurer, K.F. *A Public Participation Program for the Ontario Environmental Assessment Board*, Report to Members and Staff of the Environmental Assessment Board, Province of Ontario: Environmental Assessment Board, 1978.

Merton, Robert K., Marjorie Fiske and Patricia L. Kendall *The Focussed Interview*, Illinois: The Free Press (1956).

Meyerson, Martin and Edward Banfield, *Politics, Planning and the Public Interest*, Illinois: Free Press, 1955.

Morgenstern, J.P. and D. Kehoe Community Organizing:Issues, Tactics, Resources, Toronto: Institute of Environmental Research Inc., 1976.

Morgenstern, Jim, et al. "Making the Evaluation of Public Participation Programs Feasible" *Public Participation in Environmental Decision Making: Strategies for Change*, ed. Barry Sadler, Edmonton: Alberta, Environment Council of

Alberta, (1980) 121-140.

Morley, C.G. ed. *Ask the People,* Proceedings of a Multi-Disciplinary Workshop on Public Participation in the Environmental Decision Making Process, organized and sponsored by the Westwater Research Centre and Environment Canada, Published by Agassiz Centre for Water Studies, 1973.

Morley, C.G. *Public Participation: A Right to Decide,* Winnipeg: The University of Manitoba, 1972.

Olson, B. *The Role of Public Participation in Parks and Canada Planning,* Calgary: Parks Canada and the Faculty of Environmental Design, University of Calgary, 1976.

Moynihan, D.P. *Maximum Feasible Misunderstanding,* New York Free Press, 1969.

Ontario, Committee on Government Productivity, Citizen Involvement, Toronto: The Queen's Printer, April, 1972.

O'Riordan, Jon "The Public Involvement Program for the Okanagan Basin Study" *Natural Resources Journal* Vol. 16, No. 1 (1976) 177-196.

O'Riordan, Timothy "Policy Making and Environmental Management: Some Thoughts on Processes and Research Issues" *Natural Resources Journal,* 16, 1, (1976) 55-72.

O'Riordan, Jon and Timothy O'Riordan "How Can Citizen Input Best be Utilized by Decision Makers" *Public Participation in Environmental Decision-Making: Strategies for Change,* ed. Barry Sadler, Edmonton: Alberta, Environment Council of Alberta, (1980) 80-106.

O'Riordan, Timothy "Participation through Objection: Some Thoughts on the U.K. Experience" *Involvement and Environment,* ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta Vol. 1 (1978) 139-164.

Pateman, Carol *Participation and Democratic Theory* Cambridge: Cambridge University Press, 1972.

Peattie, Lisa R. "Reflections on Advocacy Planning" *Journal of the American Institue of Planners,* March 1968, 34, 2, 80-88.

Pepper, E.F. A Case Study of Citizen Participation, unpublished Masters Thesis, University of Saskatchwan, 1973.

Pranger, R.J. *The Eclipse of Citizenship,* New York: Holt, Rinehart and Winston, 1956.

Pross, A.P. "Canadian Pressure Groups in the 1970's: Their Role and Their Relations with the Public Service" *Canadian Public Administration,* Vol. 18, No. 1, (1975) 121-135.

Province of Alberta, An Act to Promote Recreation Development in Alberta, 1967.

Province of Alberta, Yes-You Can Master Plan Vol. 1, Guidelines Ministry of Recreation Parks and Wildlife, Recreation Development Division, Recreation Planning Branch, November, 1977.

Riedel, James A. "Citizen Participation: Myths and Realities" *Public Participation Review,* Vol. XXXII; No. 3 (1972) 211-220.

Robbins, Richard L. "Organizing for Involvement: Citizen Participation Groups in Great Lakes Decisions" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2 (1979) 23-28.

Roman, Andrew J. "Training for More Effective Public Participation: The Case of the Cluff Lake Hearings" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2, (1979) 29-37.

Rosener, Judy B. "Citizen Participation: Can We Measure its Effectiveness? *Public Administration Review*, September/October (1978) 457-463.

Rossi, P. and W. Williams eds. *Evaluating Social Progams: Theory and Practice and Politics* Seminar Press: New York 1972.

Rudge, David R. and John Copoc "Community Participation in Recreation Development Planning" *Involvement and Environment*, ed. Barry Sadler, Edmonton Alberta, Environment Council of Alberta, Vol. 2 (1979) 137-143.

Sadler, Barry ed. *Involvement and Environment*, Preface Edmonton, Alberta, Environment Council of Alberta, Vol. 1 (1979) vi-viii.

Sadler, Barry "Basic Issues in Public Participation: A Background Perspective" *Involvement and Environment* Edmonton: Alberta, Environment Council of Alberta, Vol. 1, (1979) 1-12.

Sewell, W.R.D. and J.T. Coppock eds. *Public Participation in Planning*, London: John Wiley and Sons, 1977.

Sewell, W.R.D. and Timothy O'Riordan "The Culture of Participation in Environmental Decision Making" *Natural Resources Journal*, Vol. 16, No. 1 (1976) 1-22.

Sewell, W.R.D. "Towards an Evaluation of the Canadian Experience" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2 (1979) 205-224.

Sewell, W.R.D. and S. Phillips "Models for the Evaluation of Public Participation Programmes" *Natural Resources* Journal, April, 1979.

Shalinsky, William "An Evaluation of Public Participation in the Kitchener Market Fight in 1971" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol 2 (1979) 377-386.

Sinclair, Margaret "A Review of the International Joint Commission's Public Hearings on the Great Lakes: 1972-1974" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2 (1979) 321-329.

Sloan, Raymond W. "The Sunshine Village Issue: 1001 Mistakes or How Parks Canada Mismanaged Public Participation" *Involvement and Environment*,ed. Barry Sadler, Edmonton: Alberta, Environment Council of Alberta, Vol. 2 (1979) 266-273.

Smith, Lindsay Graham. An Evaluative Approach for the Assessment of Public Participation, Unpublished Masters Thesis, University of Victoria, April 1979.

Stankey, George H., John Hendee, and Roger Clark "Applied Social Research Can Improve Public Participation" *Rural Sociology*, Vol. 40, No. 1, 1975, 67-74.

Starrs, C. and G. Stewart, Gone Today and Here Tomorrow: Issues Surrounding the Future of Citizen Involvement, Report prepared for the Committee on Government Productivity Toronto: Queen's Printer, October 1971.

Stenberg, Carl W. "Citizens and the Administrative State" From Participation to Power" *Public Administration Review*, Vol. 32, No. 3 (1972) 190-198.

Sproule, Jones M. and K.B. Hart "A Public Choice Model of Political Participation" *Canadian Journal of Political Science*, 6, 2, 1972, 175.

Strange, John H. "The Impact of Citizen Participation on Public Administration" *Public Administration Review*, 32 (special issue) 1972, 457-470.

Struening, Elmer L. and Marcie Guttentag, *Handbook of Evaluation Research*, Beverly Hills: Sage, 1971, Vol. 1.

Taylor, Mel "Can People Plan" *The Planner*, November 1978, 184-185.

Templeton, Carson H. "The Great Pipeline Debate of 1977: People Participation" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2, 1978, 165-173.

Thompson, Andrew R. "A Disciplined Framework for Public Participation" *Public Participation in Environmental Decision Making: Strategies for Change*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta (1980) 15-30.

Tripodi, T., Phillip Fellin, and Irwin Estein *Social Program Evaluation*, Illinois: F.E. Peacock, 1971.

Tyler, E.J. "Planning Public Participation" *Involvement and Environment*, ed. Barry Sadler, Edmonton: Alberta, Environment Council of Alberta, (1978) 17-22.

U.S. Forest Service Public Involvement and the Forest Service: Experience Effectiveness and Suggested Direction, Washington, D.C.: U.S. Government Printing Office, 1973.

Van Til, Jon and Sally Bould Van Til "Citizen Participation in Social Policy: The End of the Cycle?" *Social Problems*, 19, 313-323.

Vindasius, Dana, Evaluation of the Okanagan Public Involvement Programme, Ottawa, Ontario: Water Planning and Management Branch, Environment Canada, 1975.

Vrooman, P.C. "The Power Dilemma in Citizen Participation" *Canadian Welfare*, 48, 3, 1972, 3-8.

Wass, Keith and Alan Goard "People First in Edmonton" *Canadian Welfare* 47, May/June 1971, 16-22.

Weiss, Carol H. "Where Politics and Evaluation Research Meet" *Evaluation*, 3, 1973, 37-45.

Wengert, Norman "Citizen Participation Practice in Search of a Theory" *Natural Resources Journal*, Vol. 16, No. 1, (1976) 23-40.

Wengert, Norman "Resources and the Public Interest: A Challenge for Research" *Politics, Policy, and Natural Resources*, ed. D.L. Thompson, New York: The Free Press, 1972, 192-207.

White, Cliff J. "The Sunshine Village Development" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2 (1979) 281-296.

Wilkinson, Paul "Public Participation in Environmental Management: A Case Study" *Natural Resources Journal*, Vol. 16, No. 1 (1976) 117-136.

Wilson, Gary D. and Gerry Lawrence "The Role of an Advisory Committee in Flood Control Works" *Involvement and Enviroment*, ed. Barry Sadler, Edmonton: Alberta, Environment Council of Alberta, Vol. 2 (1979) 158-166.

Wilson, James Q. "Planning and Politics: Citizen Participation in Urban Renewal" *Citizen Participation in Urban Development*, ed. B.C. Spiegel, National Institute for Applied Behavioral Science, Vol. 1, (1968) 43-60.

Wolfe, Jackie, "Public Participation in the Secondary Planning Process: Huron County" *Involvement and Environment*, ed. Barry Sadler, Edmonton, Alberta, Environment Council of Alberta, Vol. 2, (1979). 359-368.

Wronski, W. "The Public Servant and Protest Groups" *Canadian Public Administration*, 14, 1, (1971) 65-72.

Zimmerman, Joseph F. "Neighborhoods and Citizen Involvement" *Public Administration Review*, 32, 3, (1972) 201-210.

APPENDIX A

1967

CHAPTER 71

An Act to Promote Recreation Development in Alberta

(Assented to April 11, 1967)

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

Short Title

1. This Act may be cited as The Recreation Development Act.

2. In this Act,
   (a) "council" means
      (i) the co-ncil of a municipality, or
      (ii) in the case of a special area or an improvement district, the Minister of Municipal Affairs, or
      (iii) in the case of a new town, the board of administrators, or
      (iv) the board of trustees of a school district situated within a national park;
   (b) "Minister" means the member of the Executive Council charged with the administration of this Act;
   (c) "municipality" means a city, town, village, summer village, new town, municipal district, county, special area, improvement district or school district situated within a national park;
   (d) "recreation services" means the planned use of community resources such as finances, leadership, areas and facilities to satisfy the needs or interests of citizens during their leisure;
   (e) "school authority" means the board of trustees of a school district or school division.

Functions of Minister

3. The Minister shall promote and encourage orderly development of the recreational activities and facilities for the betterment of the people of Alberta, and for that purpose he may:
   (a) enter into agreements or contracts with regard to any matter related to recreation in Alberta as may be authorized by the Lieutenant Governor in Council;

(b) inquire into and collect information on any matter affecting the development of recreation, and disseminate such information as he considers to be in the public interest;
(c) inquire into, initiate, promote, supervise, assist or develop any proposal, plan, scheme, project, activity or undertaking for furthering the orderly development of the recreational activities and facilities in Alberta;
(d) promote or attend any conferences or meetings, in carrying out his duties;
(e) generally, without detracting from the foregoing powers, devise, sponsor, adopt, promote, publicize, and initiate policies, programs and measures for the orderly development of the recreational activities and facilities, and otherwise do such acts necessary or incidental to any of the matters hereinbefore set out.

Appointments

4. Subject to The Public Service Act, 1962, there may be appointed a Director of Recreation and such other employees as may be required to administer the Act.

Powers of the Minister

5. In order to promote, encourage and co-ordinate orderly recreation development in Alberta the Minister may:
(a) carry out surveys, call public meetings, promote publicity campaigns, institute enquiries, disseminate information and initiate policies and measures;
(b) conduct workshops, seminars, schools, conventions and exhibitions;
(c) engage lecturers, leaders and part-time staff and other resource staff and remunerate them and defray their travelling and other expenses;
(d) rent, lease, hire or purchase buildings, grounds, equipment, facilities and supplies;
(e) provide accommodations and meals for instructors, lecturers, leaders, part-time staff, students and those attending meetings;
(f) establish and collect registration and other fees from students attending workshops, seminars and schools;
(g) carry out such other functions as may be necessary or advisable to carry out the intent and purpose of this Act.

Grants

6. (1) The Minister may, subject to the regulations, make grants, scholarships or contributions to municipalities, to organizations, to public bodies and to persons or classes of persons for the purpose of carrying into effect any of the matters specified in clauses (a) to (c) of section 3.

(2) The Lieutenant Governor in Council may make regulations
- (a) prescribing the purposes for which grants may be made under this section,
- (b) specifying to whom and upon what conditions the grants may be paid,
- (c) limiting the maximum amount payable as grants, and
- (d) respecting any other matter necessary or advisable to carry out the intent and purpose of this section.

(3) Any grant, scholarship or contribution made under this section shall be paid out of the moneys appropriated by the Legislature for that purpose or, in the absence of any such appropriation, out of the General Revenue Fund.

Boards or committees

7. (1) The Minister, with the approval of the Lieutenant Governor in Council, may appoint suitable persons to act on boards or committees, either in advisory or technical capacities, to carry out such duties as may be prescribed by the Minister.

(2) The members of a board or committee shall receive no remuneration for their services, but the Lieutenant Governor in Council may by regulation authorize the payment of such subsistence allowances, travelling expenses and other expenses as he considers proper and expedient in connection with the attendance of board members or committee members at board meetings or committee meetings or their duties while otherwise engaged in the work of the board.

(3) The Minister may fix the term of office of the persons appointed to boards or committees and may designate chairmen.

Municipal recreation programs

8. (1) The council of a municipality may, by by-law,
- (a) provide a recreation service in such manner and on such conditions as it considers advisable,
- (b) expend such sums as may be required to provide for the recreation services,
- (c) establish recreation areas in municipalities,
- (d) authorize agreements with other municipalities or school authorities, or both, to provide for shared recreation services,
- (e) appropriate moneys for shared recreation services, and
- (f) expend moneys for capital works related to a recreation service within the municipality or to recreation services shared with one or more municipalities or school authorities.

(2) The council of a municipality may be by-law levy a special tax on all property within a recreation area

established by by-law or included in a joint program that appears on the assessment roll of the municipality.

(3) Notice of a proposed by-law to be passed pursuant to subsection (2) shall be advertised

(a) in the case of a city, by publishing a notice of the proposed by-law once each week for two successive weeks in a newspaper circulated within the city,

(b) in the case of a town, new town, or village, by posting within its boundaries notice of the proposed by-law in at least five donspicious places for at least 30 days and by publishing a like notice in one issue of a newspaper having general circulation within the town or village, and

(c) in the case of a county, municipal district or school district, by posting notices in at least 15 conspicious places for at least 30 days and by publishing a like notice in one issue of a newspaper having general circulation in the county, municipal district or school district.

(4) The council may pass the by-law unless a petition is received by the council within 30 days of the date when the notice of the by-law was published in the newspaper from 10 per cent of the proprietary electors who reside in the recreation area asking that the by-law be submitted to a vote of the proprietary electors who reside in the recreation area.

(5) If a petition is received asking that the by-law be submitted to a vote, the by-law shall be submitted to a vote of the proprietary electors who reside in the recreation area and shall not be passed by the council until it has been approved by a majority of the proprietary electors voting thereon.

(6) Subsections (4) and (5) do not apply in the case of an improvement district or special area.

Coming into force

9. This Act comes into force on the day upon which it is assented to.

APPENDIX B

INTERVIEW NO.____________

QUESTION 1. WOULD YOU DESCRIBE TO ME THE NATURE OF YOUR INVOLVEMENT IN THE UPDATING OF THE CITY OF EDMONTON'S PARKS AND RECREATION MASTER PLAN?

____

____

____

QUESTION 2. PREAMBLE: Agencies may pursue a public participation program for a variety of reasons, for example:

-because it is required by law
-to include citizens and groups in the planning process
-to educate
-to resolve conflict
-to collect information
-to provide information
-evaluate alternatives
-others........

WHAT DID YOU SEE AS BEING THE GENERAL PURPOSE OF THE PUBLIC PARTICIPATION PROGRAM IN THIS CASE?

____

____

____

QUESTION 3. PREAMBLE: You have indicated to me what you thought the purpose of the public participation program was, could you tell me:

WHAT DO YOU FEEL SHOULD HAVE BEEN THE PURPOSE OF THE PUBLIC PARTICIPATION PROGRAM IN THIS CASE?

____

____

____

QUESTION 4. PREAMBLE: In some instances agencies may have additional or specific objectives they wish to achieve. Examples may be: to stimulate community interest, to improve the agency image, to obtain support for a special program, to test public participation techniques, to collect information on local issues, or to test public reaction to proposed policies.

WERE YOU ABLE TO DETECT ANY SPECIFIC OBJECTIVES OF THIS KIND IN THE PUBLIC PARTICIPATION PROGRAM IN THIS CASE? IF YES, WHAT WERE THEY?

1. ____
2. ____
3. ____
4. ____
5. ____

QUESTION 5. PREAMBLE: The sheet of paper before you lists the various techniques that may be used by agencies in any public participation program.

PLEASE IDENTIFY THE TECHNIQUES USED BY THE CITY OF EDMONTON'S PARKS AND RECREATION TO ACHIEVE THE PURPOSES OF THE PUBLIC PARTICIPATION PROGRAM.

A. LARGE GROUP MEETINGS______________________

B. ORGANIZATIONAL APPROACHES__________________

C. MEDIA____________________________________

D. SMALL GROUP MEETINGS______________________

E. OTHER____________________________________

QUESTION 6. PREAMBLE: Agencies may experience some indirect benefits resulting from a public participation program such as: an improved agency image, better public relations, acquisition of new pertinent information, or increased financial assistance.

WERE THERE ANY SUCH INDIRECT BENEFITS THAT CAME OUT OF THE PUBLIC PARTICIPATION PROGRAM? IF YES, WHAT WERE THEY?

QUESTION 7.

STRENGTHS

- -well attended meetings
- -well informed public
- -achievement of objectives
- -contribution to the planning effort
- -acceptance of proposals
- -cost efficient
- -improved decision-making process
- -others

WEAKNESSES

- -excessive costs
- -poor attendance
- -inadequate information
- -poor advertisement
- -inappropriate techniques
- -insufficient time
- -failure to reach consensus
- -others

WHAT IN YOUR VIEW WERE THE STRENGTHS/WEAKNESSES OF THE PUBLIC PARTICIPATION PROGRAM IN THIS CASE?

	STRENGTHS	WEAKNESSES
1.		
2.		
3.		
4.		
5.		

QUESTION 8a. WHAT CONCLUSIONS HAVE YOU REACHED ABOUT THE SUCCESS OR FAILURE OF THE PUBLIC PARTICIPATION PROGRAM IN THIS CASE?

COMPLETELY UNSUCCESSFUL	FAIRLY UNSUCCESSFUL	QUITE SUCCESSFUL	HIGHLY SUCCESSFUL
1	2	3	4

QUESTION 8b. WHY DO YOU THINK THIS?

____

____

____

QUESTION 9. WHAT WOULD YOU CONSIDER TO BE THE THREE (3) MOST IMPORTANT THINGS TO LOOK AT IN ATTEMPTING TO EVALUATE A PUBLIC PARTICIPATION PROGRAM?

1. ______________________________
2. ______________________________
3. ______________________________

QUESTION 10. ALL CRITERIA IN THE FOLLOWING LIST MAY BE CONSIDERED IDEALLY IMPORTANT IN ACHIEVING THE OBJECTIVES OF ANY PUBLIC PARTICIPATION PROGRAM. PLEASE INDICATE YOUR ESTIMATE OF THE RELATIVE DEGREE OF IMPORTANCE EACH OF THE FOLLOWING CRITERIA PLAY IN THE ACHIEVEMENT OF OBJECTIVES.

PERFORMANCE/EFFECTIVENESS	QUESTION 10	QUESTION 12
1. Expertise of planners/ administrators	1 2 3 4 5	1 2 3
2. Efficient performance of agency responsibilities	1 2 3 4 5	1 2 3
3. Ability of all groups to reach consensus	1 2 3 4 5	1 2 3
4. Ongoing continuous feedback by administrators	1 2 3 4 5	1 2 3
5. Ongoing continuous feedback by other participants	1 2 3 4 5	1 2 3
6.		
7.		

COSTS	QUESTION 10	QUESTION 12
1. Financial costs for conducting the program	1 2 3 4 5	1 2 3
2. Costs in manpower	1 2 3 4 5	1 2 3
3. Costs in time to agency	1 2 3 4 5	1 2 3
4. Costs in time to other participants	1 2 3 4 5	1 2 3
5.		
6.		

PROCESS		
1. Clear identification of the issues to be examined	1 2 3 4 5	1 2 3
2. Two way exchange of information	1 2 3 4 5	1 2 3
3. Flexibility	1 2 3 4 5	1 2 3
4. Initial agreement of the objectives	1 2 3 4 5	1 2 3
5. Agreement on the roles of participants	1 2 3 4 5	1 2 3
6. Variety of participation techniques	1 2 3 4 5	1 2 3
7.		
8.		

INFORMATION RESOURCES		
1. Accessibility	1 2 3 4 5	1 2 3
2. Reduction of technical material	1 2 3 4 5	1 2 3
3. extensive media coverage	1 2 3 4 5	1 2 3
4. Physical structure	1 2 3 4 5	1 2 3
5.		
6.		

PRODUCT		
1. High number of suggestions	1 2 3 4 5	1 2 3
2. Number of written submissions	1 2 3 4 5	1 2 3
3. Quality of suggestions	1 2 3 4 5	1 2 3

PRODUCT (cont)	QUESTION 10	QUESTION 12
4. Scale of attendance	1 2 3 4 5	1 2 3
5. Maximum possible contact obtained	1 2 3 4 5	1 2 3
6. Degree of representation of groups	1 2 3 4 5	1 2 3
7.		
8.		

ACCOUNTABILITY

1. Extent to which public feels	1 2 3 4 5	1 2 3
2. Explanation of decision making process	1 2 3 4 5	1 2 3
3. Protection of citizens rights	1 2 3 4 5	1 2 3
4. Sensitivity to local issues	1 2 3 4 5	1 2 3
5. Ability of groups to affect decision making	1 2 3 4 5	1 2 3
6.		
7.		

QUESTION 11. PREAMBLE: In Question Four you indicated that the following objectives were evident in the public participation program in this case (the list of responses from Question 4 would be re-read to the respondent).

PLEASE INDICATE TO WHAT EXTENT YOU FEEL THAT EACH OBJECTIVE WAS SUCCESSFULLY ACHIEVED IN THIS CASE.

OBJECTIVES:	CMPLTLY UNSCCSSFL	FAIRLY UNSCCSSFL	QUITE SCCSSFL	HIGHLY SCCSSFL
1.__________	1	2	3	4
2.__________	1	2	3	4
3.__________	1	2	3	4
4.__________	1	2	3	4
5.__________	1	2	3	4

WHY DO YOU FEEL THIS WAY?

QUESTION 12. PREAMBLE: In Question 10 you indicated the relative importance of criteria in achieving the objectives of any public participation program. I would now like to retrace those criteria that you indicated were of slight, medium, high or maximum importance.

PLEASE INDICATE TO WHAT EXTENT THE FOLLOWING CRITERIA WERE EVIDENT IN THIS CASE?

NOT AT ALL EVIDENT	SOMEWHAT EVIDENT	EVIDENT
1	2	3

QUESTION 13. FOR THE FINAL QUESTION I WOULD LIKE TO ASK YOU AGAIN WHAT CONCLUSIONS HAVE YOU REACHED ABOUT THE SUCCESS OR FAILURE OF THE PUBLIC PARTICIPATION PROGRAM (USED BY THE CITY'S PARKS AND RECREATION DEPARTMENT FOR THE PURPOSE OF REVISING THE MASTER PLAN).

APPENDIX C

QUESTION 1

STAFF MEMBER

MEMBER OF COUNCIL

ATTENDED A PUBLIC MEETING

MEMBER OF AN ORGANIZATION OR GROUP

MEMBER OF AN ORGANIZATION OR GROUP
WHO SUBMITTED A WRITTEN BRIEF

OTHER.....

QUESTION 2

BECAUSE IT IS REQUIRED BY LAW

TO INCLUDE CITIZENS AND GROUPS IN THE PLANNING PROCESS

TO EDUCATE

TO RESOLVE CONFLICT

TO COLLECT INFORMATION

TO PROVIDE INFORMATION

TO EVALUATE ALTERNATIVES

TO TEST PUBLIC REACTION TO PROPOSED POLICIES

OTHERS.....

QUESTION 4

TO STIMULATE COMMUNITY INTEREST

TO IMPROVE AGENCY IMAGE

TO OBTAIN SUPPORT FOR A SPECIAL PROGRAM

TO TEST A PUBLIC PARTICIPATION TECHNIQUE

TO OBTAIN INFORMATION ON LOCAL ISSUES

OTHERS.....

QUESTION 6

AN IMPROVED AGENCY IMAGE

BETTER PUBLIC RELATIONS

ACQUISITION OF NEW PERTINENT INFORMATION

INCREASED FINANCIAL ASSISTANCE

QUESTION 8

STRENGTHS

WELL ATTENDED
WELL INFORMED PUBLIC
ACHIEVEMENT OF OBJECTIVES
CONTRIBUTION TO PLANNING EFFORT
ACCEPTANCE OF PROPOSALS
COST EFFICIENT
IMPROVED DECISION MAKING PROCESS
OTHERS.....

WEAKNESSES

EXCESSIVE COSTS
EXCESSIVE TIME
POOR ATTENDANCE
INADEQUATE INFORMATION
POOR ADVERTISEMENT
INAPPROPRIATE TECHNIQUES
INSUFFICIENT TIME
FAILURE TO REACH CONSENSUS
OTHERS.....

QUESTION 8a

CATEGORIES .	COMPLETELY UNSUCCESSFUL.	FAIRLY UNSUCCESSFUL.	QUITE SUCCESSFUL.	HIGHLY SUCCESSFUL

QUESTION 10

ALL CRITERIA IN THE FOLLOWING LIST MAY BE CONSIDERED IDEALLY IMPORTANT IN ACHIEVING THE OBJECTIVES OF ANY PUBLIC PARTICIPATION PROGRAM. PLEASE INDICATE YOUR ESTIMATE OF THE DEGREE OF IMPORTANCE EACH OF THE FOLLOWING CRITERIA PLAY IN THE ACHIEVEMENT OF OBJECTIVES.

CATEGORIES	NO IMPORTNCE	SLIGHT IMPORTNCE	MEDIUM IMPORTNCE	HIGH IMPORTNCE	MAXIMUM IMPORTNCE
PERFORMANCE EFFECTIVENESS					
1. Expertise of planners/administrators.					
2. Efficient performance of agency responsibilities.					
3. Ability of all groups to reach consensus.					
4. Ongoing continuous feedback by administrators.					
5. Ongoing continuous feedback by other participants.					
6. Others.					

QUESTION 10

ALL CRITERIA IN THE FOLLOWING LIST MAY BE CONSIDERED IDEALLY IMPORTANT IN ACHIEVING THE OBJECTIVES OF ANY PUBLIC PARTICIPATION PROGRAM. PLEASE INDICATE YOUR ESTIMATE OF THE DEGREE OF IMPORTANCE EACH OF THE FOLLOWING CRITERIA PLAY IN THE ACHIEVEMENT OF OBJECTIVES.

CATEGORIES	NO IMPORTNCE	SLIGHT IMPORTNCE	MEDIUM IMPORTNCE	HIGH IMPORTNCE	MAXIMUM IMPORTNCE
COSTS					
1. Financial costs for conducting the program.					
2. Costs in manpower.					
3. Costs in time to agency.					
4. Costs in time to participants.					
5. Others.					

QUESTION 12

CATEGORIES	EVIDENT	SOMEWHAT EVIDENT	NOT AT ALL EVIDENT

APPENDIX D

QUESTIONNAIRE ON PUBLIC PARTICIPATION: COMMENTS

1. Perhaps the wording should be changed to simpler words. Because of the complicated words used, the interviewer may be asked to further explain the preamble or question. When this occurs, his explanation may influence the respondent's reply to the question. An example of this would be Question 10.

2. The problem with using examples, is that people do not usually proceed beyond these examples to thoughts of their own.

3. Regarding Question 3: a leading question. The wording implies the public participation program did not accomplish its purpose.

4. There does not appear to be any sharp delineation between the objectives in Questions 2, 4, and 6. Explaining the differences between 'reason and purpose', 'additional or specific objectives', 'indirect benefits' would help. The overlap of the given examples might cause problems; for example, what sort of meaning could be construed when a respondent chooses 'collection of information' as the purpose, the additional objective and the indirect benefit of a public participation program.

5. Continuity: why wasn't Question 11 placed after Question 4, and Question 12 placed after Question 10?

6. Re Question 10: Performance/Effectiveness. What about the quality of the presentation itself, for example, interesting, dynamic speakers.
It will be difficult for all of the respondents to indicate the relative importance of such things as costs in achieving the objectives of public participation.

7. Other comments were discussed during meeting of April 3, 1979.

APPENDIX E

LIST OF TECHNIQUES

A. LARGE GROUP MEETINGS

1. Public Hearing
2. Public Meeting
3. Community Based Meetings
4. Open House
5.

B. ORGANIZATIONAL APPROACHES

1. Task Force
2. Community Planning Centre
3. Technical Assistance to Community Groups
4. Ombudsman
5. Citizen's Review Board
6. Surveys of Citizens Attitudes and Opinions
7. Computer Simulation
8.

C. MEDIA

1. Telephone Hotline
2. Cable T.V. Programs
3. Press Releases
4. Radio Programs
5. Slide or Film Presentation
6. Information Pamphlets or Brochures
7. Newspaper Advertisements
8.

D. SMALL GROUP MEETINGS

1. Workshops
2. Neighborhood Meetings
3. Presentations to Community Groups
4. Group Discussions
5.

E. OTHER

1. Citizen Referendum
2. Written Submissions or Briefs from Community Groups
3.
4.